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THE UNIVERSITY OF ALBERTA

TRENDS IN ALBERTA TEACHERS' SALARIES

1960 - 1969

BY

ALLEN KEITH HARRISON



A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES  
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OF MASTER OF EDUCATION

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UNIVERSITY OF ALBERTA  
FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "Trends in Alberta Teachers' Salaries 1960-69" submitted by Allen Keith Harrison in partial fulfilment of the requirements for the degree of Master of Education.

Date: .

*May 28, 1971* .







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## ABSTRACT

The purpose of the investigation was to identify trends in Alberta teachers' salaries during the sixties.

Three main areas were under study: (1) general trends, (2) trends in the study sample (large systems), (3) trends in small systems. In addition, the trends exhibited in the study sample and small systems were compared.

The data were analyzed by means of percentages, indexes and correlation coefficient.

There were eight general trends evidenced in the study. The average teacher's salary increased by the same percentage as the personal income per capita. There was an increase in student enrolment. There was an increase in the number of teachers. The pupil-teacher ratio decreased. The number of letters of authority decreased. Teachers were better qualified. The per-pupil expenditure increased. Higher salaries were paid in large urban areas.

In the study sample, trends in settlement time and stage were toward fewer early local settlements and a greater number of later settlements at higher levels of negotiation. Expenditure per pupil was highest in counties and divisions and equalized assessment was highest in city public systems. The trend in both expenditure and assessment per pupil was toward greater equalization.

Trends in small systems were similar to the trends in the study sample.

A comparison between trends in the study sample and trends in small systems showed that the study sample had fewer early and local





settlements and more late settlements at higher levels than did the small systems. Expenditure per pupil remained highest in counties and divisions during the sixties. Assessment per pupil was highest in city public systems throughout the study. Some equalization continued to take place among all systems, with reference to expenditure and assessment per pupil, throughout the sixties.





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## CHAPTER 1

### NATURE OF THE STUDY

#### The Research Problem

The purpose of this investigation was to identify trends in Alberta teachers' salaries during the sixties.

Three main areas and two sub-areas were investigated.

The three major aspects under study were:

1. general trends,
2. trends in the study sample,
3. trends in small systems.

The two sub-areas were:

1. a comparison between study sample and small system trends,
2. relationships between outside organizations and salary trends.

#### Justification for the Study

Collective bargaining in education has emerged as a major educational concern. School boards have been under pressure by the provincial government to hold the line. The public has become adamant about any further increases in taxes. Teachers, on the other hand, cannot see the logic of holding the line while other groups receive substantial increases.

In Alberta, collective negotiations have been in a state of turmoil for over a year. During the 1969-70 negotiations, several school jurisdictions banded together, in various parts of the province to form School Authorities' Associations. These Associations were



comprised of representatives from the member school jurisdictions. A negotiating committee was appointed from the members of the Association and delegated to bargain with the Bargaining Agent of the Alberta Teachers' Association.

According to The School Act, 1970, Clause 65 subsection (7):

A board may be a member of an employer's organization and may delegate its power to bargain with its teachers or all or any of its other employees to the employer's organization, so that, the employer's organization may bargain collectively and make an agreement on the board's behalf in accordance with The Alberta Labour Act.

As a result of this legislation, larger bargaining units are being formed in most locales in 1971.

Changes in collective bargaining for Alberta teachers are emerging. This study examines trends in teachers' salaries during the sixties as a means of investigating what has happened during the past decade.

#### Definition of Significant Terms

Trend. The average course or direction that is followed or established by the relationship between variables over a ten-year period.

Settlement "stage" or "level". The terms are used interchangeably to mean the point at which a settlement is finalized.

Settlement "time". For the purpose of quantifying settlement data, a time line was devised (see Figure 1.1). The settlement date was taken as the date on which the signed agreement was received by The Alberta Teachers' Association. Agreements received on or before





August 30, to go into effect in September, were classified as early settlements. Agreements received between September 1 and January 31 inclusive were classified as intermediate settlements. Agreements received on or after February 1 were classified as late settlements.

EARLY	INTERMEDIATE	LATE
August 30 or before	September 1	February 1 or after

FIGURE 1.1  
SETTLEMENT TIME LINE

#### Choice of Base Year

The choice of 1960 as the base year for the study is important because it is the year with which all other years are to be compared. If salary gains had been extreme or unusual during the base year, then comparisons and its use as a base would not be realistic.

The year 1960 was chosen for two reasons:

1. it was the year prior to the implementation of the foundation program,
2. it was the intent of the study to observe what has happened to Alberta teachers' salaries during the sixties.

The year 1960, then, serves as a starting point.





### Description of Sample

The study sample was comprised of all counties, divisions and districts that had one hundred or more teachers in 1960. There were a total of twenty-eight counties and divisions and seven city districts. In 1960 the sample represented 66 percent of the teachers in the province and 68 percent of the students. In 1969 the sample represented 75 percent of the teachers in the province and 76 percent of the students. Out of the counties and divisions that had a teacher count of one hundred or more in 1960, only one division showed a decline to less than one hundred teachers in 1969.

The reasons for selecting jurisdictions that had one hundred teachers or more was to include the largest sample of teachers and students using the smallest number of jurisdictions. The figure of one hundred is purely arbitrary; there is no particular reason why it should not have been ninety or one hundred and twenty for example.

### Data -- Sources and Collection

The major sources of data for this study were The Alberta Teachers' Association and The Alberta Department of Education. Other sources as noted in the bibliography were also used.

The information gathered from The Alberta Teachers' Association was obtained from various publications and files at Barnett House. Data as published by The Department of Education Annual Reports was gleaned from the reports.

### Research Aims

Three principal areas were under investigation with reference



to trends in Alberta teachers' salaries. The study was designed to examine: (a) general trends, (b) trends in the study sample, (c) small system trends. In addition to the three main areas, the study also included a comparison between study sample and small system trends.

General trends. Some general trends were investigated with reference to:

1. the average teacher's salary compared to the average personal income per capita and average annual wages of the labor force,
2. the average teacher's salary compared to the number of teachers, the pupil-teacher ratio and pupil enrolment,
3. percentage increase in teachers' salaries and teacher supply,
4. the changing characteristics of the Alberta teaching force,
5. increase in per-pupil expenditure,
6. rural-urban salaries.

Study sample trends, small system trends and comparison between study sample and small systems trends. Investigation of the above trends was done on a parallel basis. The topics under study in each area were as follows:

1. the time at which settlement was reached,
2. the stage at which settlement was reached,
3. a correlation between time and stage of settlement,
4. expenditure per pupil in counties and divisions, city public systems and city separate systems,





5. equalized assessment per pupil.

### Analysis of Data

General trends. The data were analysed by means of percentages and indexes. Charts and graphs were used to exhibit trends.

Study sample trends, small system trends and comparison between study sample and small system trends. The time and stage of settlement were totaled, percentages calculated, then charted, and graphed. The correlation between time and stage of settlement was calculated using a correlation coefficient. Expenditure per pupil and assessment per pupil were indexed, charted, and graphed.

### Chapter Summary

Recent changes in collective bargaining procedures for Alberta teachers prompted this study. Many Alberta school boards, the smaller ones in particular, have banded together to form large area bargaining units.

This study was designed to examine general trends in Alberta teachers' salaries, trends in large systems, trends in small systems and compare trends in large and small systems during the sixties.



## CHAPTER 2

### GENERAL TRENDS

#### Introduction

Six general trends were under study in this chapter. First, trends in the average salary paid to teachers and other sectors of the economy were investigated. Second, the average salary paid to teachers was compared to pupil enrolment, teaching force, and pupil-teacher ratio. Third, percentage increases in salaries paid to teachers were compared to changes in teacher supply. Fourth, changing characteristics of the teaching force were outlined and trends noted. Fifth, trends in pupil expenditure were investigated. Sixth, rural-urban trends were researched.

#### Average Alberta Teachers' Salaries Compared to Increase in Alberta Personal Income Per Capita and Average Wages and Salaries of the Alberta Labor Force

The average annual salary of Alberta teachers has increased significantly during the past ten years. Table 2.1 indicates that teachers' salaries have increased some 74 percent during the sixties. The 74 percent increase demonstrates that the 1969-70 average was 74 percent higher than the average teachers' salary in 1960-61. It is shown in Table 2.5 of this study, that the average percentage increase per year approximates 6 percent over the ten-year period.

Personal Income Per Capita is calculated by dividing the total personal income by the total population. It serves as a measure of the standard of living or economic capacity of the province. Table 2.2 presents the actual and indexed figures for the Alberta labor force





TABLE 2.1

AVERAGE ANNUAL SALARY OF TEACHERS IN THE PUBLIC ELEMENTARY AND  
SECONDARY SCHOOLS OF ALBERTA, 1960-1969

Year	Average Salary	Index
1960-61	\$ 5143	100
1961-62	5354	104
1962-63	5487	107
1963-64	5700	111
1964-65	5860	114
1965-66	6158	120
1966-67	6643	129
1967-68	7498	146
1968-69	8174	160
1969-70	8950	174

Index 1960 = 100

Source: Alberta Department of Education, Annual Reports, 1961-70.

TABLE 2.2

ALBERTA LABOR FORCE, PERSONAL INCOME PER CAPITA,  
1960-1969

Year	Personal Income Per Capita	Index
1960-61	\$ 1554	100
1961-62	1595	103
1962-63	1704	110
1963-64	1750	113
1964-65	1799	116
1965-66	2002	129
1966-67	2241	144
1967-68	2372	153
1968-69	2540	163
1969-70	2710	174

Index 1960 = 100

Source: Hanson (1969:79).



personal income per capita for the ten-year period 1960-69.

According to Table 2.2 the personal income per capita increased by 74 percent between 1960 and 1969. Relating the indexes of average salary per teacher and personal income per capita, indicates that the index of average teachers' salaries has lagged behind the index for personal income per capita every year until 1969-70 when they were equal. If teachers were to increase their relative economic position, then the rate of change for teachers' salaries would have to be greater than the rate of change for personal income per capita. The fact that both indexes were the same in 1969-70 demonstrates that teachers have just maintained their economic position.

The Dominion Bureau of Statistics publishes average weekly wages and salaries for a group of industries called the "industrial complex". Excluded from the series are agriculture, forestry, trapping, domestic services, public administration, defence, health and education.

By comparing Table 2.1 and Table 2.3 it is apparent that the percentage increase in average teachers' salaries has been consistently higher than the percentage increase in average weekly wages and salaries of the labor force. However, caution is warranted because large numbers of part time employees, particularly the influx of female workers in distributive trades, would have a tendency to lower the average earnings of the working force.

Average Teachers' Salaries Compared to Pupil Enrolment,  
Number of Teachers and Pupil-Teacher Ratio

Table 2.4 and Figure 2.2 depict some general trends, these are:





TABLE 2.3

AVERAGE ANNUAL WAGES AND SALARIES OF ALBERTA LABOR FORCE,  
1960-1969

Year	Annual Wage (Weekly Wage x 52)	Index
1960-61	\$ 4183	100
1961-62	4264	102
1962-63	4374	105
1963-64	4507	108
1964-65	4674	112
1965-66	4933	118
1966-67	5244	125
1967-68	5645	135
1968-69	6141*	147
1969-70	N.N.A.	N.N.A.

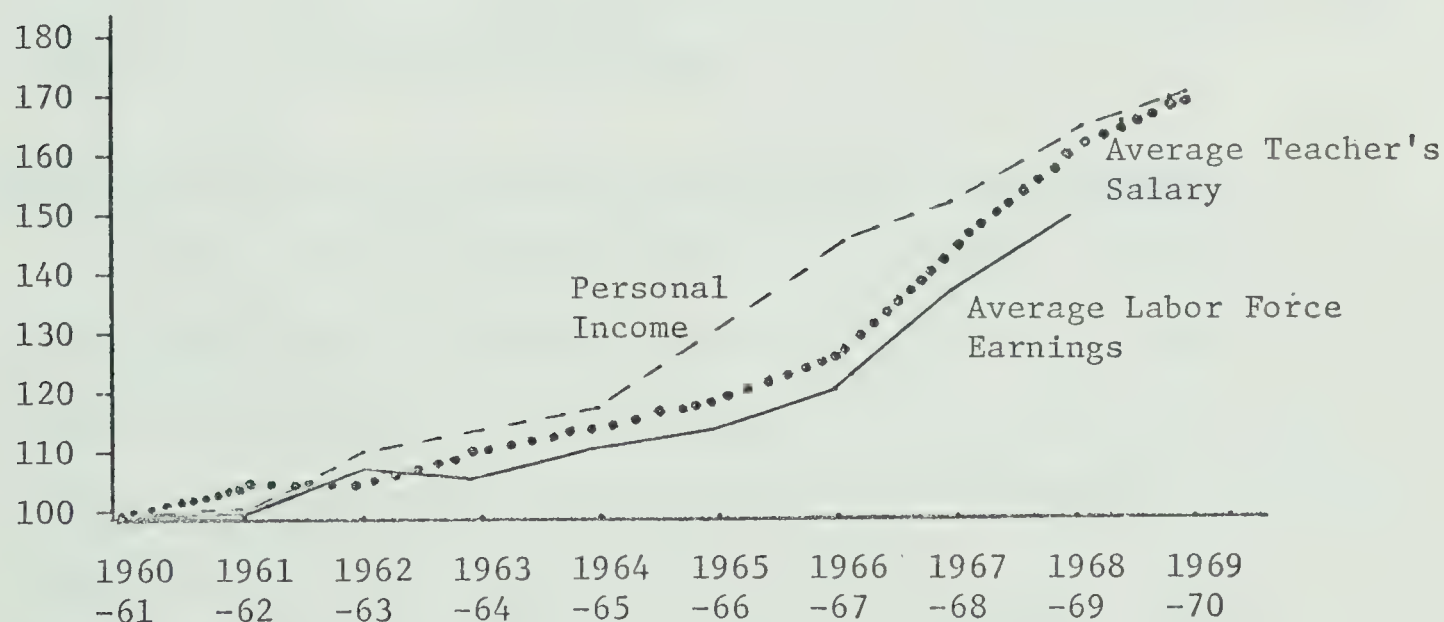
Index 1960 = 100

\*Preliminary figure.

N.N.A. - Not Now Available.

Source: Department of Trade and Commerce, Canadian Statistical  
Review, December Issues, 1963-70.

Index



Index 1960 = 100

Source: Tables 2.1, 2.2 and 2.3.

FIGURE 2.1

A COMPARISON OF RATE OF CHANGE OF AVERAGE TEACHER'S SALARY, PERSONAL  
INCOME PER CAPITA AND AVERAGE ANNUAL WAGES AND SALARIES OF ALBERTA  
LABOR FORCE, 1960-69



1. Average teachers' salaries increased at a slow rate until 1964-65, after which they increased at a much greater rate and show no evidence of leveling off.
2. Pupil enrolment increased at a fairly uniform rate over the ten-year period.
3. The number of teachers in the teaching force has increased at a comparatively uniform rate.
4. The pupil-teacher ratio remained relatively static between 1960 and 1963, and thereafter decreased regularly every year.

The decrease in the pupil-teacher ratio and the increase in the pupil enrolment (Figure 2.2) has been accompanied by an increase in the teaching force. As shown in Table 2.4 the teacher salary index lagged behind the increase in the teaching force until 1969-70 when the salary index went ahead by two index points.

#### Percentage Increase in Teachers' Salaries and Teacher Supply

Table 2.5 indicates that there is an inverse relationship between certificates issued to imports and letters of authority issued. As the number of certificates to imported teachers has increased the number of letters of authority has decreased. This trend is even more apparent in Figure 2.3.

There does appear to be some congruence between increases in teachers' salaries and the number of certificates issued to imported teachers (Figure 2.3).

It appears that the teacher supply has been regulated by decreasing the percentage of letters of authority as the percentage of



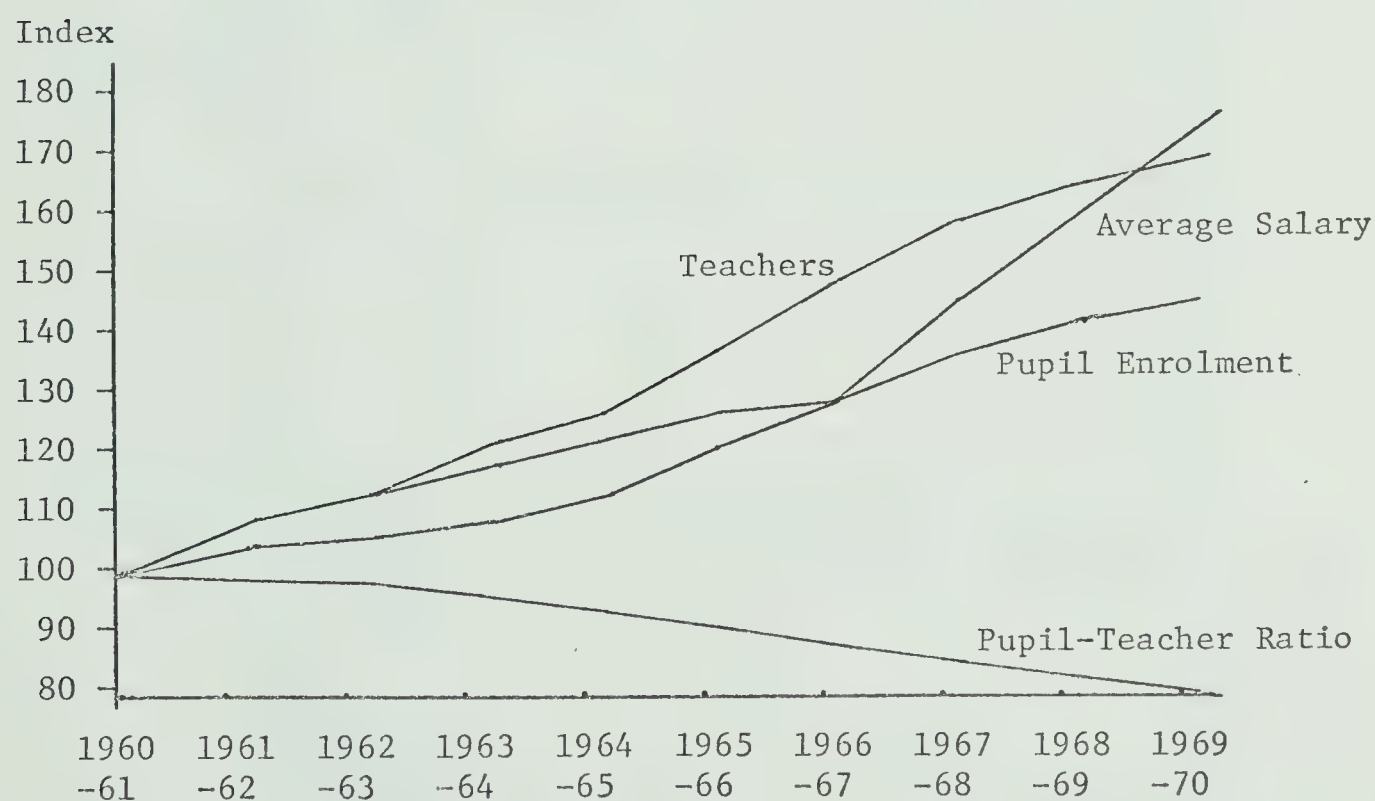


TABLE 2.4

AVERAGE SALARY, PUPIL ENROLMENT, NUMBER OF TEACHERS, AND  
PUPIL-TEACHER RATIO ALL SCHOOLS, 1960-69

Year	Average Salary		Pupil Enrol. in 1000's	Index	Teachers		Pupil-Teacher Ratio	
	Amount	Index			Number	Index	Number	Index
1960-61	\$ 5143	100	294	100	12,607	100	23.4	100
1961-62	5354	104	313	106	13,342	106	23.4	100
1962-63	5487	107	326	111	13,988	111	23.3	100
1963-64	5700	111	340	116	14,972	119	22.7	97
1964-65	5860	114	356	121	16,007	127	22.3	95
1965-66	6158	120	368	125	17,183	136	21.4	91
1966-67	6643	129	380	129	18,314	145	20.7	88
1967-68	7498	146	394	134	19,579	155	20.1	86
1968-69	8174	160	407	138	20,687	164	19.7	84
1969-70	8950	174	414	141	21,727	172	19.0	81

Source: Alberta Department of Education, Annual Reports, 1961-70.



Index 1960 = 100

Source: Table 2.4.

FIGURE 2.2

INDEXES OF AVERAGE SALARY, PUPIL ENROLMENT, NUMBER OF TEACHERS,  
AND PUPIL-TEACHER RATIO ALL SCHOOLS, 1960-69



TABLE 2.5  
PERCENTAGE INCREASE IN TEACHERS' SALARIES AND TEACHER SUPPLY  
1960-69

Year	% Increase in Teachers' Salaries	Number of First Certificates to Imports	% of Total Certificates Issued	Number of Letters of Authority Issued	% of Total Certificates Issued	Combined % of Total Certifi- cates Issued
1960-61	7.0	600	21	1,105	38	59
1961-62	3.9	647	21	1,240	41	62
1962-63	2.4	692	24	1,106	39	63
1963-64	3.7	743	25	1,051	35	60
1964-65	2.7	712	22	1,075	34	56
1965-66	4.8	891	24	1,300	36	60
1966-67	7.3	1,078	30	1,169	33	63
1967-68	11.4	1,659	34	1,305	27	61
1968-69	8.3	1,744	35	1,139	23	58
1969-70	8.7	1,499	36	865	21	57
Average	6.0	1,027	27	1,136	33	60

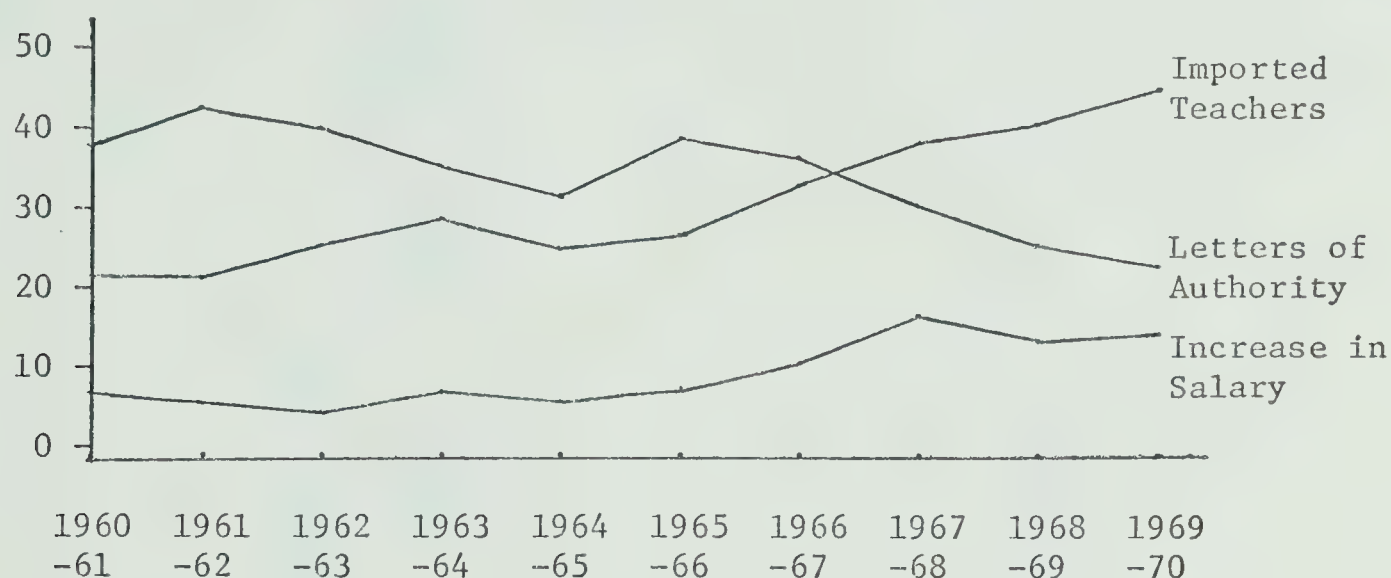
Source: Alberta Department of Education, Annual Reports, 1961-70.





certificates to imported teachers increased. Table 2.5, column six, indicates that the combined percentage of certificates issued to imported teachers and letters of authority issued remained between 57 and 63 percent of the total certificates issued.

Percentage



Source: Table 2.5.

FIGURE 2.3

PERCENTAGE OF TEACHER'S SALARY INCREASES AND TEACHER SUPPLY  
1960-69

### Changing Characteristics of the Alberta Teaching Force

As shown in Table 2.6, there are seven trends evident in the make up of the Alberta teaching force. The teaching force has grown in size. The median age has decreased some 3.6 years between 1962 and 1969. The ratio of males to females has increased. The percentage of the teaching force in Calgary and Edmonton has increased. The teaching force has become better qualified as measured by achievement of a degree. The better qualified teachers are in the larger centres. The better

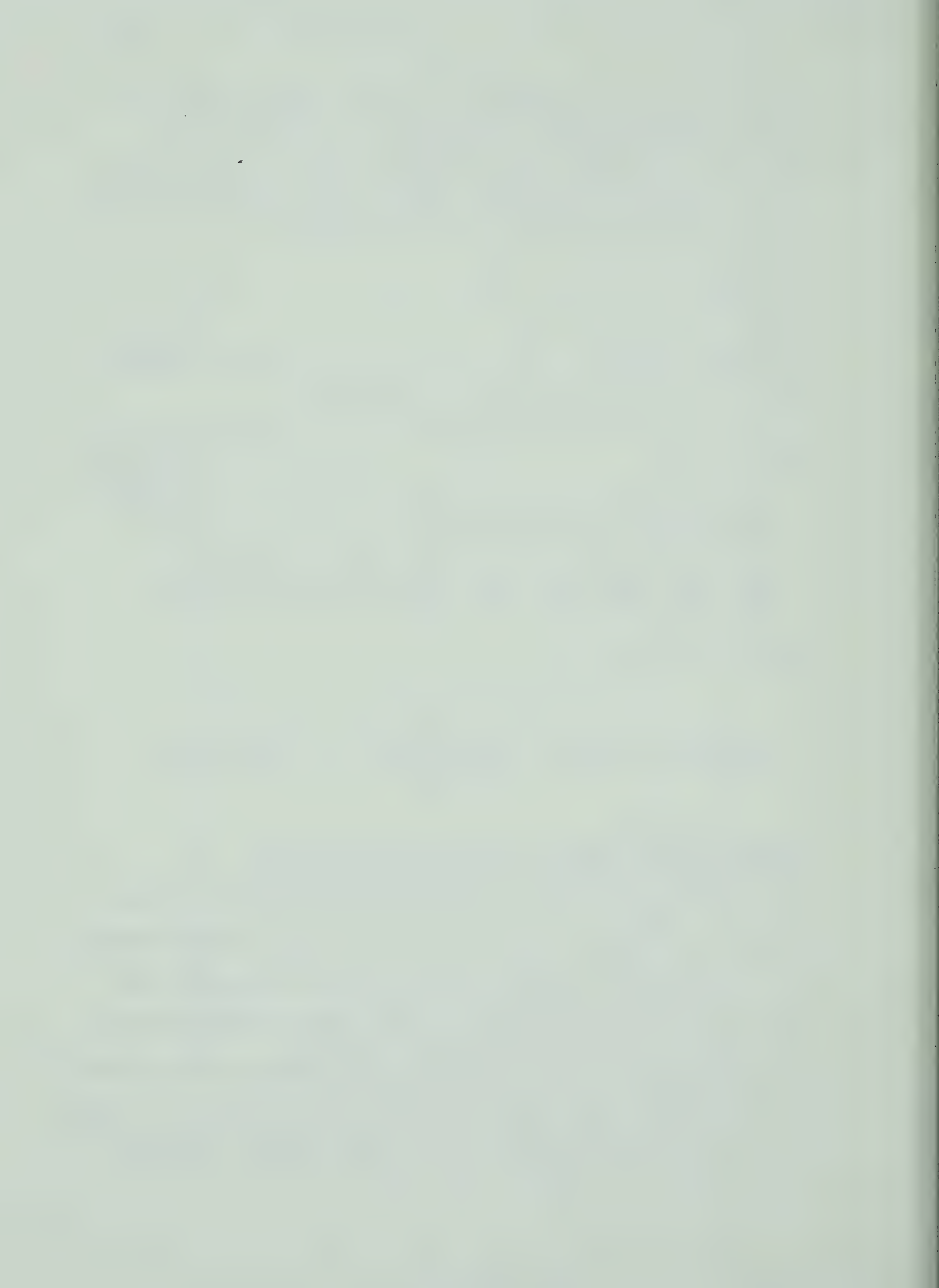


TABLE 2.6

CHARACTERISTICS OF THE ALBERTA TEACHING FORCE  
1962-69 (SELECTED YEARS)

Year	Number of Teachers	Median Age	% of Males	% in Calgary or Edmonton	% with a Degree or Better	% with a Degree or Better in Cities over 30,000	% of Males with a Degree
1962	13,147	37.5	34	40	31	42	59
1964	14,743	37.5	36	42	36	46	63
1966	16,800	36.5	37.5	45	41.5	53	68
1968	19,079	34.6	39.3	47	49.3	59	75
1969	20,082	33.9	39.9	48	53.4	63.8	77.6

Source: The Alberta Teachers' Association, Research Monographs, 7, 10, 12 and 15.





qualified teachers are male.

### Per-Pupil Expenditure

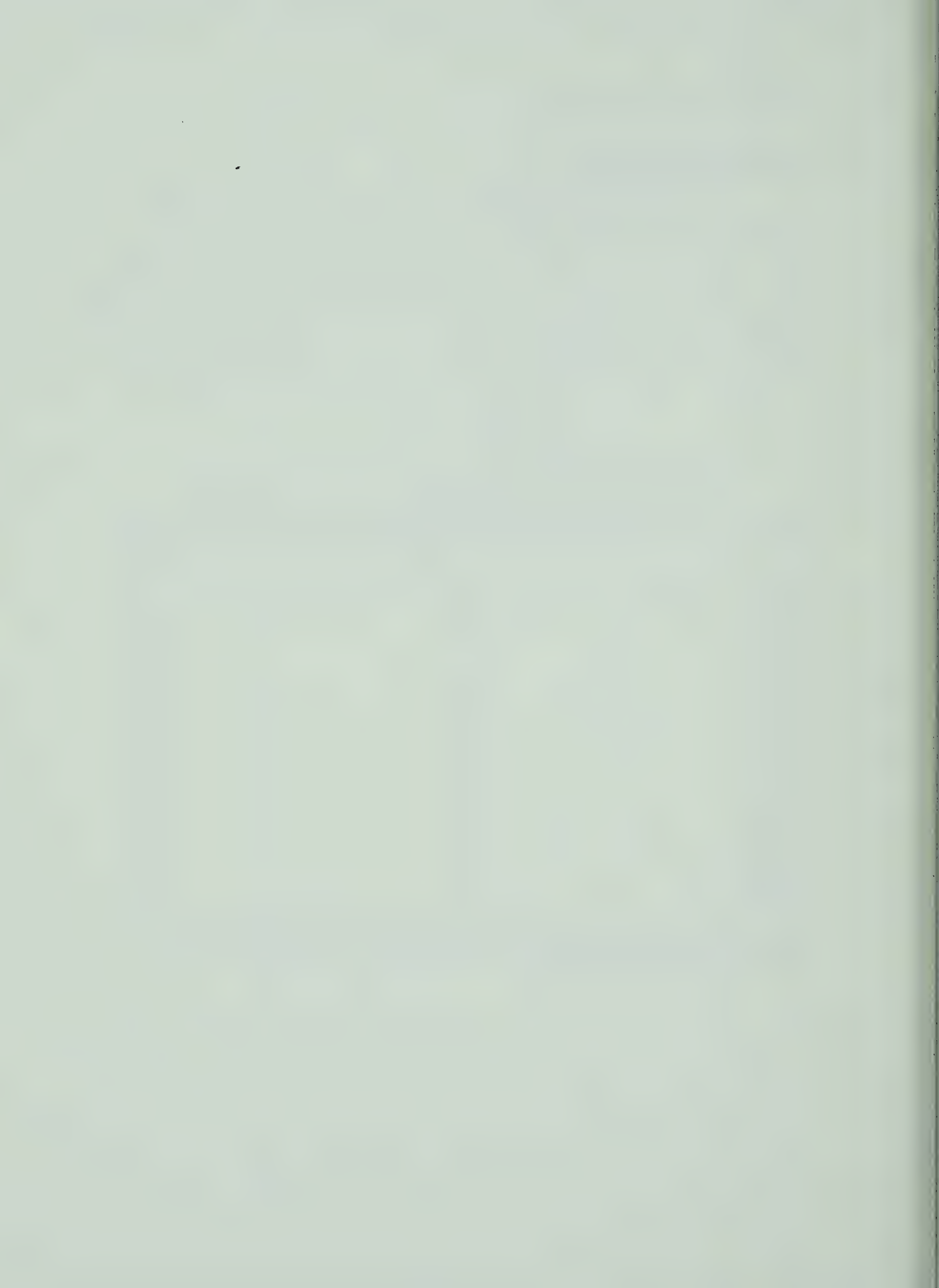
The expenditure per pupil increased at a relatively slow rate until 1965-66, then it began to increase at an ever increasing rate. The cost per pupil has more than doubled in the ten-year period 1960-69. Table 2.7 shows the cost per pupil along with the index for each year. Figure 2.4 shows the increasing per-pupil expenditure.

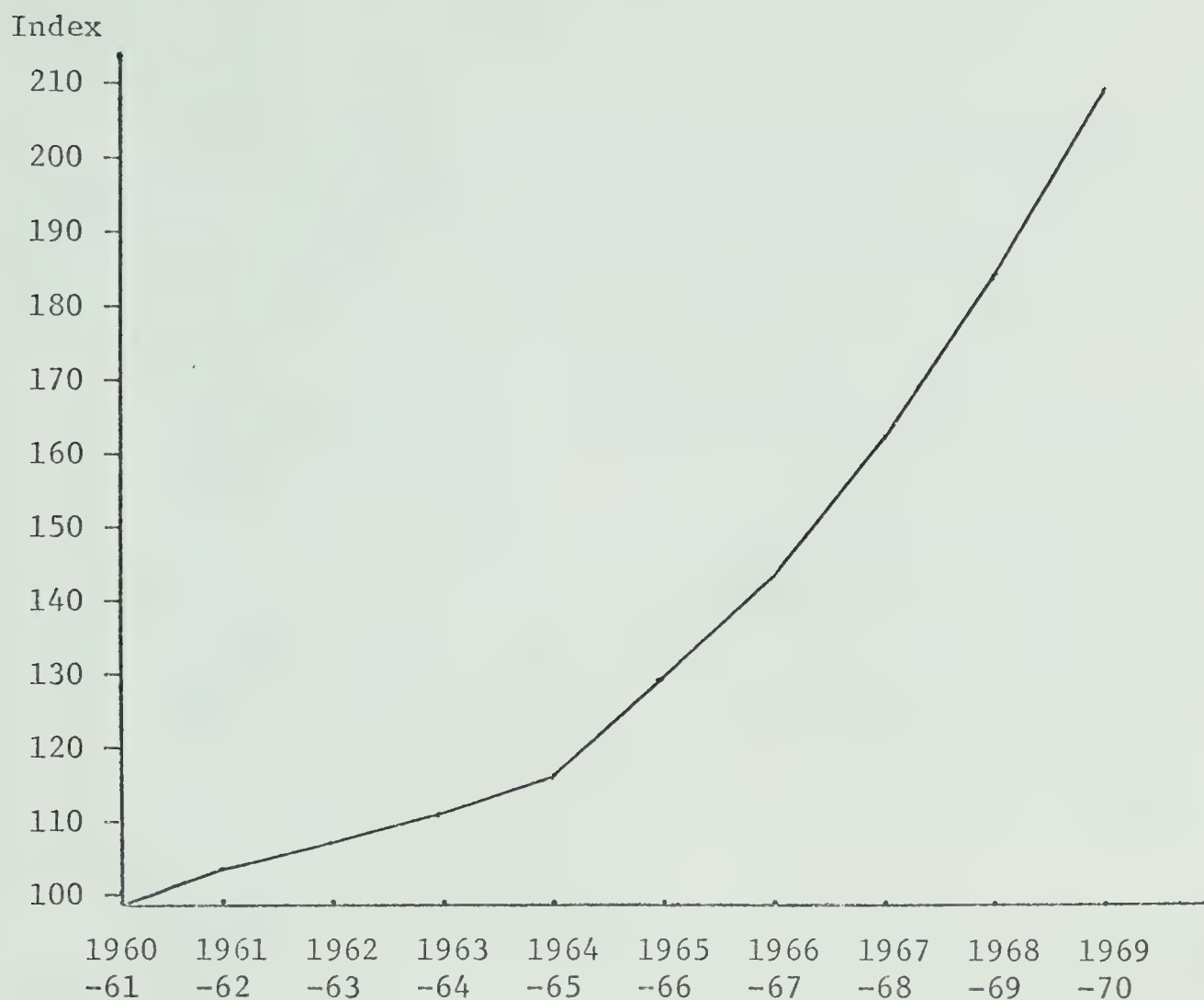
TABLE 2.7

PER-PUPIL EXPENDITURE ALL SCHOOLS, PER YEAR ENROLMENT  
1960-69

Year	Cost per Pupil	Index
1960-61	\$ 348	100
1961-62	369	106
1962-63	381	109
1963-64	396	114
1964-65	418	120
1965-66	449	129
1966-67	504	145
1967-68	572	164
1968-69	652	187
1969-70	726	209

Source: Calculated from Alberta Department of Education Annual Reports, 1961-70.





Index 1960 = 100  
Source: Table 2.7

FIGURE 2.4

INDEXES OF PER-PUPIL EXPENDITURE ALL SCHOOLS, PER-YEAR ENROLMENT  
1960-69

#### Rural-Urban Trend

The urban area under consideration consisted of the four large urban districts of Calgary Public, Calgary Separate, Edmonton Public and Edmonton Separate. The rural area consisted of all the remaining school jurisdictions in the province which included some small cities and towns.

In order to determine a rural-urban trend the average minima and maxima on the salary schedules at all levels of training were





compared.

Tables 2.8 and 2.9 present the average minima at each level of training for counties and divisions and the four large urban districts. The maxima averages for each are presented in Tables 2.10 and 2.11. In each case the averages have been indexed.

There was very little increase in the maxima or minima of any year of training until 1964-65. The year in which the greatest overall increases occurred was 1967-68, with slightly smaller increases in 1969-70. Hanson (1967:2) noted that the years 1961-66 were years of high economic growth in our country, and during such periods, the rate of increase in teachers' salaries was not substantial. The data in this study support that conclusion.

Rates of increase in years one, two and three of training are very similar to each other, as are the increases in years four, five and six. This is particularly true for maxima. Although the rate of increase for all years of training increased at relatively the same point in time, the rate of increase for years one, two and three was never as great as the increases in years four, five and six. The average increase for years four, five and six between 1960 and 1969 at the maxima was 57 percent, while years one, two and three increased an average of 45 percent over the ten-year period.

Considerable data were presented which indicated that the urban areas of our province have been in a slightly better position as far as teachers' salaries are concerned. In one study, Hanson (1969:254) showed that the city districts in Alberta in 1967-68 had greater total income, greater income per capita, and higher average teacher salaries



TABLE 2.8

## AVERAGE MINIMA ON SALARY SCHEDULES OF ALBERTA COUNTIES AND DIVISIONS

School Year	Years of Training											
	Year 1		Year 2		Year 3		Year 4		Year 5		Year 6	
	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index
1960-61	2987	100	3464	100	3981	100	4960	100	4994	100	5289	100
1961-62	3014	100	3515	100	4058	101	4761	102	5063	101	5362	101
1962-63	3024	101	3541	103	4113	103	4851	103	5157	103	5446	103
1963-64	3035	102	3583	103	4162	104	4937	105	5242	105	5531	105
1964-65	3059	102	3632	105	4243	105	5037	107	5343	107	5641	107
1965-66	3126	105	3760	109	4398	112	5270	112	5600	112	5919	112
1966-67	3289	110	4000	115	4657	117	5619	119	6006	120	6391	121
1967-68	3895	130	4484	129	5172	129	6197	132	6603	132	7012	139
1968-69	4144	138	4769	137	5488	137	6628	139	7042	141	7481	141
1969-70	4461	149	5157	148	5917	149	7116	152	7550	151	8003	151

Index 1960 = 100

Source: Information received from The Alberta Teachers' Association.



TABLE 2.9

## AVERAGE MINIMA ON SALARY SCHEDULES OF FOUR LARGE URBAN DISTRICTS

School Year	Years of Training									
	Year 1		Year 2		Year 3		Year 4		Year 5	
	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index
1960-61	2880	100	3300	100	3700	100	4456	100	4856	100
1961-62	2956	103	3325	101	3888	105	4503	101	4906	101
1962-63	3025	105	3500	106	4000	108	4975	112	5394	110
1963-64	3050	106	3513	106	4038	109	5000	112	5419	112
1964-65	3125	109	3525	107	4075	110	5100	114	5419	112
1965-66	3125	109	3638	110	4163	113	5288	119	5713	118
1966-67	3450	120	3838	116	4388	119	5560	125	6031	124
1967-68	3962	138	4250	129	4888	132	6313	142	6813	140
1968-69	4500	156	4600	139	5263	142	6663	150	7163	148
1969-70	4894	173	5019	152	5669	153	7206	162	7706	159

Index 1960 = 100

Source: Information received from The Alberta Teachers' Association.





TABLE 2.10  
AVERAGE MAXIMA ON SALARY SCHEDULES OF ALBERTA COUNTIES AND DIVISIONS

School Year	Years of Training											
	Year 1		Year 2		Year 3		Year 4		Year 5		Year 6	
	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index
1960-61	4461	100	5242	100	6087	100	7300	100	7644	100	7986	100
1961-62	4529	101	5320	101	6212	102	7458	102	7777	102	8106	102
1962-63	4579	103	5416	103	6345	104	7653	105	7973	104	8281	104
1963-64	4671	105	5538	106	6479	106	7854	108	8158	107	8458	106
1964-65	4768	107	5668	108	6638	109	8055	110	8367	110	8670	109
1965-66	4951	111	5921	112	6908	110	8460	116	8793	115	9119	122
1966-67	5293	118	6289	120	7346	121	9162	125	9563	125	9953	124
1967-68	5969	134	7045	134	8138	134	10208	139	10616	139	11042	139
1968-69	6328	142	7403	141	8514	140	10723	147	11143	147	11590	145
1969-70	6780	152	7934	151	9065	149	11452	157	11888	156	12342	155

Index 1960 = 100

Source: Information received from The Alberta Teachers' Association.



TABLE 2.11  
AVERAGE MAXIMA ON SALARY SCHEDULES OF FOUR LARGE URBAN DISTRICTS

School Year	Years of Training											
	Year 1		Year 2		Year 3		Year 4		Year 5		Year 6	
	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index	\$	Index
1960-61	5256	100	5781	100	6256	100	7675	100	8000	100	8450	100
1961-62	5297	101	5791	100	6278	100	7819	102	8097	101	8500	101
1962-63	5500	105	6000	104	6500	104	8225	107	8644	108	9063	107
1963-64	5525	105	6025	104	6525	104	8463	110	8881	111	9300	110
1964-65	5575	106	6075	105	6563	105	8875	116	9331	117	9788	116
1965-66	5663	108	6175	107	6700	107	9150	119	9575	120	10000	118
1966-67	6094	116	6631	115	7181	115	9850	128	10306	129	10775	128
1967-68	6425	122	7075	122	7713	123	10763	140	11313	141	11813	140
1968-69	6750	128	7438	129	8143	130	11400	149	11900	149	12400	146
1969-70	7331	139	8106	140	8869	142	12206	159	12706	159	13206	156

Index 1960 = 100

Source: Information received from The Alberta Teachers' Association.





than the rest of Alberta.

Consideration of the data presented indicates several differences between counties and divisions and the four large urban districts. While there has been a steady increase in salaries of teachers at all levels, the rate of increase of both maxima and minima has been slower and never as great in the counties and divisions as in the four urban districts. On the maxima, the urban districts were higher in 1960-61 and have remained higher up until the present. In some cases, the differences have been as much as \$900.00. On the minima, the urban districts were all lower in 1960, but by 1969-70, they had caught and passed the counties and divisions in all except years two and three.

As noted previously, the rate of increase in years one, two and three have not been as great as the increase in years four, five and six. This is especially true in the urban districts. There were sharp increases in years four, five and six in both the maxima and minima of the urban districts beginning in 1962-63. In 1962-63 there were a number of two year agreements, especially in the city districts.

Fourth year minima is a significant figure since this salary must be competitive with the starting salary for university graduates in other fields. Since the urban districts have been higher on this figure than the counties and divisions since 1962-63, it appears that the city districts would have a higher drawing power for new degree teachers.

#### Chapter Summary

Average teachers' salaries increased 74 percent between 1960 and 1969, as did personal income per capita. Average wages and salaries



increased 47 percent between 1960 and 1968, figures were not available for 1969.

Student enrolment increased by 41 percent between 1960 and 1969, whereas the teaching force increased by 72 percent during the same period. Pupil-teacher ratio decreased by 19 percent during the study period.

There has been a continual demand for teachers during the sixties. The supply of new teachers as measured by the number of new certificates issued each year has been somewhat regulated by the issuance of certificates to imported teachers and conferred letters of authority. Certificates to imported teachers and conferred letters of authority have accounted for an average of 60 percent of the new certificates issued during the sixties.

Alberta teachers have become more numerous, younger, better educated, a greater percentage are males and more are located in the two large urban areas.

The cost per pupil for all schools in Alberta more than doubled during the sixties.

The four large urban districts were slightly better off in terms of starting salaries, rate of salary increase and maximum salaries than were the counties and divisions.



## CHAPTER 3

### STUDY SAMPLE TRENDS

#### Introduction

The study sample consisted of 35 school jurisdictions; 28 counties and divisions and 7 city districts. The basis of selection was the employment of one hundred or more teachers in the 1960-61 school year. The sample represented 66 percent of the teachers and 68 percent of the students in 1960. In 1969, the sample represented 75 percent of the teachers and 76 percent of the students.

One reason for the selection of a sample was to determine whether larger school jurisdictions acted as leaders in setting trends for the numerous small divisions and districts. The comparison between the study sample and the remainder of the province is covered in Chapter 5.

This chapter consists of five topics related to the study sample. The topics investigated were: settlement time, settlement stage, correlation between time and stage, expenditure per pupil and equalized assessment per pupil.

#### Settlement Times

Salary agreements received in the office of The Alberta Teachers' Association on or before August 30 were classified as early settlements. Agreements received between September 1 and January 31 inclusive were classified as intermediate settlements. Agreements received on or after February 1 were classified as late settlements.

Sudden changes in settlement times were evident during the





sixties. The percentage of early settlements ranged from 5 to 86 percent. Intermediate settlements did not fluctuate quite as much; they ranged from 11 to 60 percent while late settlements ranged from 0 to 78 percent of the total.

Figure 3.1 reveals three distinct phases. First, 1960-64 settlement times remained reasonably constant. Second, 1964-67 early settlements prevailed. Third, 1967-70 everything turned around, with an inversion between early and late settlements in 1968 and a great increase in intermediate settlements in 1969.

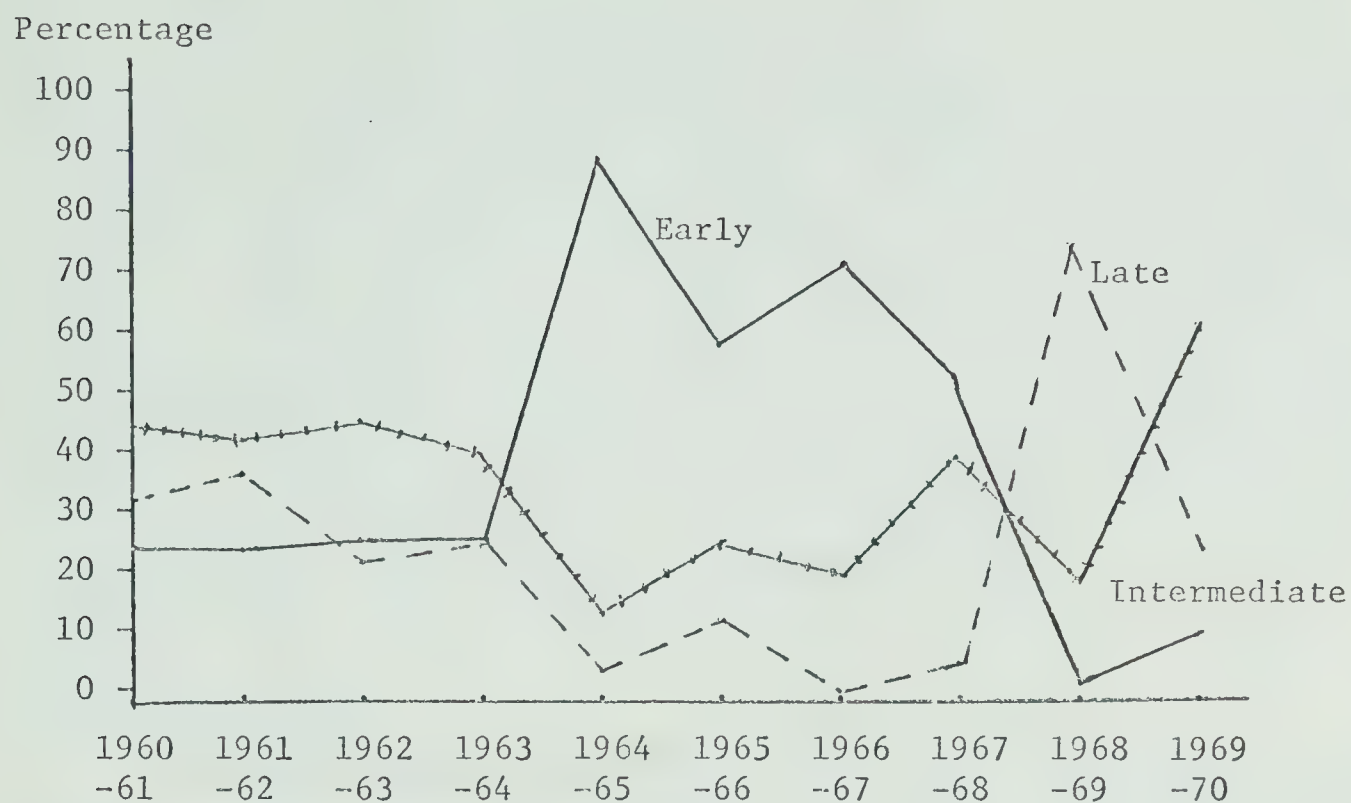
TABLE 3.1

SETTLEMENT TIMES, TOTAL AND PERCENTAGE BY YEAR  
1960-69

Year	Early		Intermediate		Late	
	No.	%	No.	%	No.	%
1960-61	11	31	15	43	9	26
1961-62	12	34	14	40	9	26
1962-63	9	26	16	46	10	28
1963-64	11	31	13	38	11	31
1964-65	30	86	4	11	1	3
1965-66	19	55	11	31	5	14
1966-67	26	74	9	26	0	0
1967-68	20	57	13	38	2	5
1968-69	2	5	6	17	27	78
1969-70	4	12	21	60	10	28
Total	144		122		84	

Source: Calculated from information received from The Alberta Teachers' Association.





Source: Table 3.1.

FIGURE 3.1  
SETTLEMENT TIMES, PERCENTAGE BY YEAR

A summary of settlement times (Table 3.2) indicated that over the ten-year period, 41 percent of the settlements were early, 35 percent intermediate, and 24 percent late.

TABLE 3.2  
SUMMARY OF SETTLEMENT TIMES  
1960-69

	Number	Percent
Early	144	41.1
Intermediate	122	35.0
Late	84	23.9
Total	350	100.0



The number of early and late settlements were totaled and percentages calculated for each school jurisdiction over the ten-year period (longitudinal analysis). Thirteen jurisdictions had 50 percent or greater early settlements; these were: Bonnyville, Edson, Three Hills, Westlock, Athabaska, Barrhead, Camrose County, Lamont, Mountain View, Calgary Public, Edmonton Public, Medicine Hat City, and Red Deer City. Only three jurisdictions had 50 percent or more late settlements, these were: Cardston, Willow Creek and Lethbridge County.

### Settlement Stages

Between 1960 and 1967-68 settlement stages remained relatively stable. Conciliation board and post-conciliation board levels in particular remained almost static.

Tables 3.3 and 3.4 and Figure 3.2 indicate trends in settlement stages.

First, there has been a significant reduction in the percentage of settlements reached at the local level. In 1967-68 local settlements represented 66 percent of the settlements in the sample, whereas in 1968-69, the percentage dropped to 29 percent. In 1969-70 there was a further decrease to 26 percent.

Second, there has been a significant increase in the percentage of settlements at the bargaining agent and conciliation commissioner levels. In 1967-68, these two levels of settlement represented 28 percent of the settlements in the sample, while in 1968-69 it rose to 38 percent, and in 1969-70 there was another increase to 55 percent of the settlements.

Third, there has been a significant increase in the percentage





TABLE 3.3

SETTLEMENT STAGES, TOTAL AND PERCENTAGE BY YEAR  
1960-69

Year	Local		B.A.		C.C.		C.B.		P.C.B.	
	No.	%	No.	%	No.	%	No.	%	No.	%
1960-61	17	48	9	26	6	17	3	9	0	0
1961-62	24	69	6	17	4	11	1	3	0	0
1962-63	21	60	3	8	8	23	2	6	1	3
1963-64	23	66	3	9	6	17	1	3	2	6
1964-65	26	74	4	11	3	8	1	3	1	3
1965-66	18	51	7	20	7	20	1	3	2	6
1966-67	20	57	6	17	7	20	1	3	1	3
1967-68	23	66	7	20	3	8	2	6	0	0
1968-69	10	29	7	20	6	17	5	14	7	20
1969-70	9	26	10	29	9	26	4	11	3	8
Total	191		62		59		21		17	

Source: Calculated from information received from The Alberta Teachers' Association.

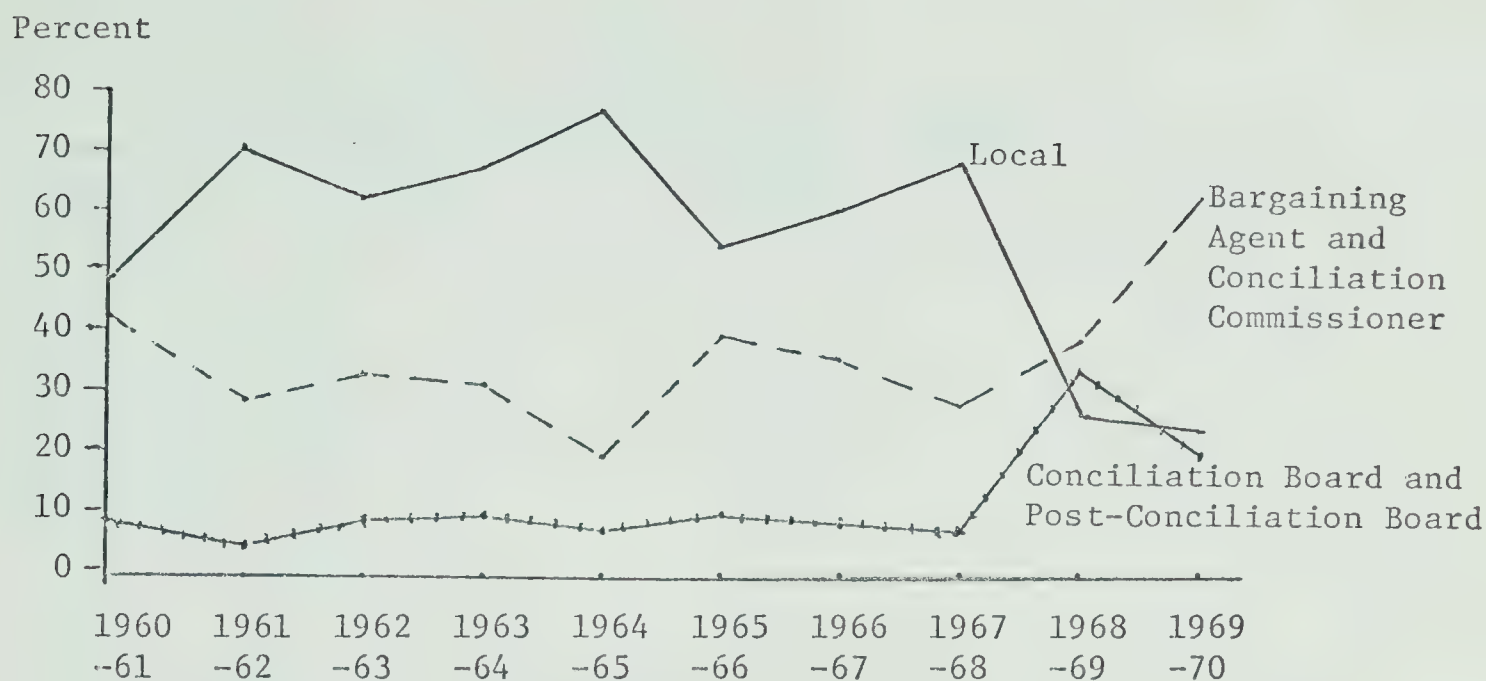
TABLE 3.4

## TABLE 3.3 PERCENTAGES SUMMARIZED

Year	Local	B.A. and C.C.	C.B. and P.C.B.
1960-61	48	43	9
1961-62	69	28	3
1962-63	60	31	9
1963-64	66	26	9
1964-65	74	19	6
1965-66	51	40	9
1966-67	57	37	6
1967-68	66	28	6
1968-69	29	37	34
1969-70	26	55	19

Source: Table 3.3





Source: Table 3.4

FIGURE 3.2

#### SETTLEMENT STAGES, PERCENTAGE BY YEAR

of settlements at the conciliation board and post-conciliation board levels. In 1967-68, these two levels represented 6 percent of the settlements in the sample, while in 1968-69 this increased to 34 percent, and in 1969-70 decreased to 19 percent of the settlements in the sample. Although there was a decrease in the percentage of settlements at these levels in 1969-70, it would appear that the trend has been to more settlements at this stage.

During the ten-year period, 1960-69, over 50 percent of the settlements in the sample were local settlements. Bargaining agent and conciliation commissioner levels accounted for over one-third of the settlements. Conciliation board and post-conciliation board levels accounted for 11 percent of the settlements (see Tables 3.5 and 3.6).



TABLE 3.5

## SUMMARY OF SETTLEMENT STAGES 1960-69

Stage	Number	Percent
Local	191	54.6
Bargaining Agent	62	17.7
Conciliation Commissioner	59	16.7
Conciliation Board	21	6.0
Post-conciliation Board	17	5.0
Total	350	100.0

Source: Table 3.3

TABLE 3.6

## TABLE 3.5 DATA SUMMARIZED

Stage	Number	Percent
Local	191	54.6
Bargaining Agent/ Conciliation Commissioner	121	34.4
Conciliation/Post- conciliation Board	38	11.0
Total	350	100.0

Source: Table 3.5





### Correlation Between Time and Stage of Settlements

Pearson Product-Moment Correlation coefficient was used to determine a relationship between time and stage of settlements. The basic reason for using the above measure for correlation was that the variables were quantifiable. A second justification for using the Pearson "r" was that the two variables of time and stage could be paired. The correlation was concerned with describing the degree of relationship between variables.

Each settlement time was correlated with each of the three summarized settlement stages (Table 3.7). In order to calculate the correlation, the percentage of each settlement time was tabulated for every year and totaled for the ten-year period. Settlement times were treated in the same manner.

Formulas were then applied and the regression lines of ymx and xmy were calculated. The correlation coefficient was found by taking the square root of the product of the slopes of the two regression lines.

The correlation for early settlements was slightly higher at the local stage.

Intermediate settlements correlated highest with the bargaining agent/conciliation commissioner stage.

Late settlements correlated highest at the conciliation/post-conciliation board stage. This correlation was the highest of the group and predictable about 72 percent of the time.



TABLE 3.7

SETTLEMENT TIME AND STAGE, PEARSON PRODUCT-MOMENT  
CORRELATION COEFFICIENTS

	Local	B.A. and C.C.	C.C. and P.C.B.
Early	.67	.51	.66
Intermediate	.27	.56	.12
Late	.61	.24	.85

Expenditure Per Pupil, Counties and Divisions, City Public  
and City Separate Systems

Until 1964-65, expenditure per pupil increased at a relatively slow, uniform rate. After 1964-65, the rate of expenditure per pupil increased at a much faster rate in the three groups under study.

Counties and divisions had the highest expenditure per pupil in 1960-61 and remained so in 1969-70. Expenditure per pupil in counties and divisions increased by 95 percent over the ten-year period, the lowest percentage increase of the three groups studied.

Level of per-pupil expenditure in the city public systems was between the expenditure level found in counties and divisions and that of city separate systems in 1960-61. The position was not altered during the study. The city public systems increased the per-pupil expenditure by some one hundred twenty-seven percent over the study period.

City separate systems had the lowest expenditure per pupil in 1960-61 and continued through until 1969-70. The expenditure per pupil in city separate systems increased by one hundred forty-six percent in the ten years, the highest percentage increase of the three groups.

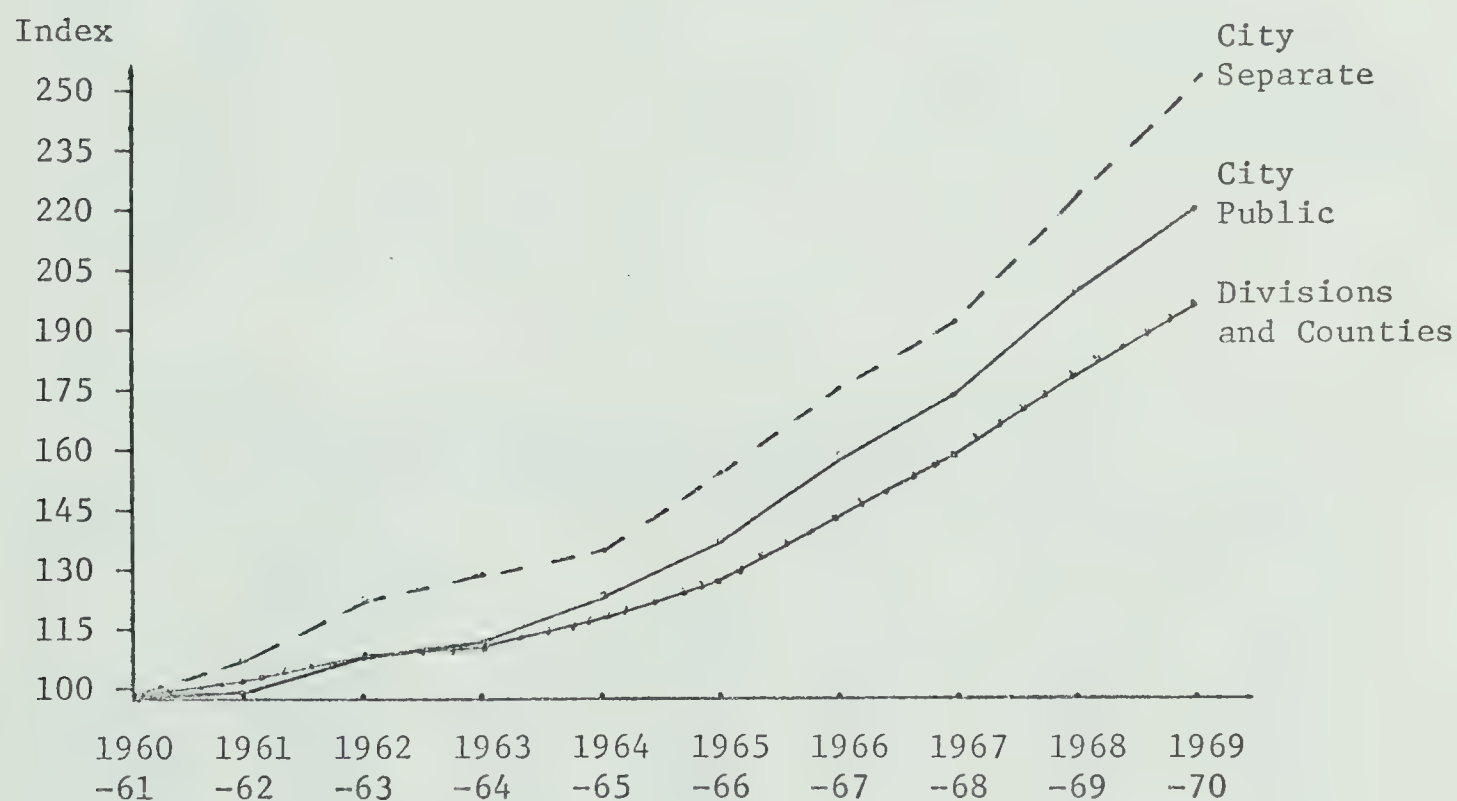


TABLE 3.8

EXPENDITURE PER PUPIL, COUNTIES AND DIVISIONS, CITY PUBLIC  
AND CITY SEPARATE SYSTEMS, 1960-69

Year	Counties and Divisions		City Public		City Separate	
	Amount	Index	Amount	Index	Amount	Index
1960-61	\$ 396	100	\$ 329	100	\$ 272	100
1961-62	412	104	331	101	293	108
1962-63	429	108	356	108	327	120
1963-64	443	112	373	113	341	125
1964-65	462	117	390	119	364	134
1965-66	496	125	433	132	398	146
1966-67	559	141	492	150	446	164
1967-68	624	158	560	170	519	191
1968-69	694	175	662	201	596	219
1969-70	773	195	746	227	668	246

Source: Calculated from Alberta Department of Education Annual Reports, 1961-70.



Index 1960 = 100

Source: Table 3.8

FIGURE 3.3

INDEXES OF EXPENDITURE PER PUPIL, COUNTIES AND DIVISIONS, CITY  
PUBLIC AND CITY SEPARATE SYSTEMS, 1960-69





Equalized Assessment Per Pupil, Counties and Divisions, City  
Public and City Separate Systems

Between 1960 and 1964, the equalized assessment per pupil had decreased in counties and divisions, and city public systems. The city separate systems had increased by 7 percent over the same period of time.

In 1964, the year of the great assessment adjustment, the assessment per pupil in counties and divisions, and city separate systems, increased significantly. The increase in the public systems was not as great.

During the sixties, city public systems increased their equalized assessment by 9 percent. Counties and divisions increased by 32 percent and city separate systems by 43 percent.

The equalized assessment per pupil remains the highest in the city public system, followed by counties and divisions, and then by the city separate systems (Table 3.9).

TABLE 3.9

EQUALIZED ASSESSMENT PER PUPIL, COUNTIES AND DIVISIONS, CITY  
PUBLIC AND CITY SEPARATE SYSTEMS, 1960-69

Year	Counties and Divisions		City Public		City Separate	
	Amount	Index	Amount	Index	Amount	Index
1960-61	\$ 4929	100	\$ 7174	100	\$ 3791	100
1961-62	4596	93	6677	93	3790	100
1962-63	4563	93	6939	97	4104	108
1963-64	4377	88	6590	92	4062	107
1964-65	5964	121	7710	107	5496	145
1965-66	6182	125	7675	107	4761	126
1966-67	6409	130	7533	105	4366	115
1967-68	6455	131	7484	104	4464	118
1968-69	6407	130	7701	107	4758	125
1969-70	6506	132	7813	109	5426	143

Source: Alberta Department of Education Annual Reports, 1961-70.





Index 1960 = 100

Source: Table 3.9

FIGURE 3.4

INDEXES OF EQUALIZED ASSESSMENT PER PUPIL, COUNTIES AND DIVISIONS,  
CITY PUBLIC AND CITY SEPARATE SYSTEMS

### Chapter Summary

The analysis of settlement times, according to a time line, revealed three distinct phases: (1) 1960-64 was relatively stable at each settlement time, (2) 1964-67, early settlements prevailed, (3) 1967-69 there were more intermediate and late settlements and fewer early settlements. During the ten-year period, 41 percent of the settlements were early, 35 percent intermediate, and 24 percent late. Some thirteen jurisdictions settled early 50 percent or more of the time, and three jurisdictions settled late 50 percent or more of the time.

Research of settlement stages revealed three trends: (1) a trend



toward a decreasing number of local settlements, (2) an increase in the number of bargaining agent and conciliation commissioner settlements, (3) an increase in the number of conciliation board and post-conciliation board settlements. During the ten-year period, 55 percent of the settlements were local, 34 percent bargaining agent or conciliation commissioner, and 11 percent conciliation board or post-conciliation board.

The functional relationship between time and stage of settlements was measured by the Pearson Product-Moment Correlation Coefficient. The analysis revealed a positive correlation between: (1) early and local settlements, (2) intermediate and bargaining agent/conciliation commissioner settlements, (3) late and conciliation board/post-conciliation board settlements.

Expenditure per pupil was highest in counties and divisions but increased the least during the sixties. The lowest expenditure per pupil was found to be the city separate systems, however their index increase was the highest. City public systems remained in an intermediate position with regard to both expenditure per pupil and rate of increase.

The equalized assessment per pupil in 1960 was not equitable among counties and divisions, city public and city separate systems. City public systems had the highest equalized assessment per pupil throughout the sixties, followed by the counties and divisions and city separate systems, in that order. However, the assessment adjustment of 1964 continues to make the equalized assessment more equal among the systems.





## CHAPTER 4

### SMALL SYSTEM TRENDS

#### Introduction

All school jurisdictions, other than those in the study sample, were included in the data for this section. The school systems studied were predominantly the smaller divisions, districts and counties, i.e., less than 100 teachers in 1960.

This chapter is comprised of five areas investigated in relationship to small systems. The topics under investigation paralleled those studied in the previous chapter.

#### Settlement Times

Early and late settlements were particularly subject to abrupt fluctuations during the ten-year period. The percentage of early settlements ranged from a low of 9 percent to a high of 84 percent. The range of intermediate settlements was between 14 and 45 percent and the range in late settlements was between 2 and 63 percent (see Table 4.1).

Figure 4.1 revealed three distinct phases in settlement times. First, in 1960-64, there was a decrease in the percentage of early settlements from 51 to 37 percent. Intermediate settlements remained relatively stable. Late settlements increased from 19 to 30 percent. Second, in 1964-67, there were fluctuations at all levels, however, early settlements prevailed and the percentage of late settlements decreased significantly. Third, in 1967-70, there was a dramatic reversal between early and late settlements, while settlements at the



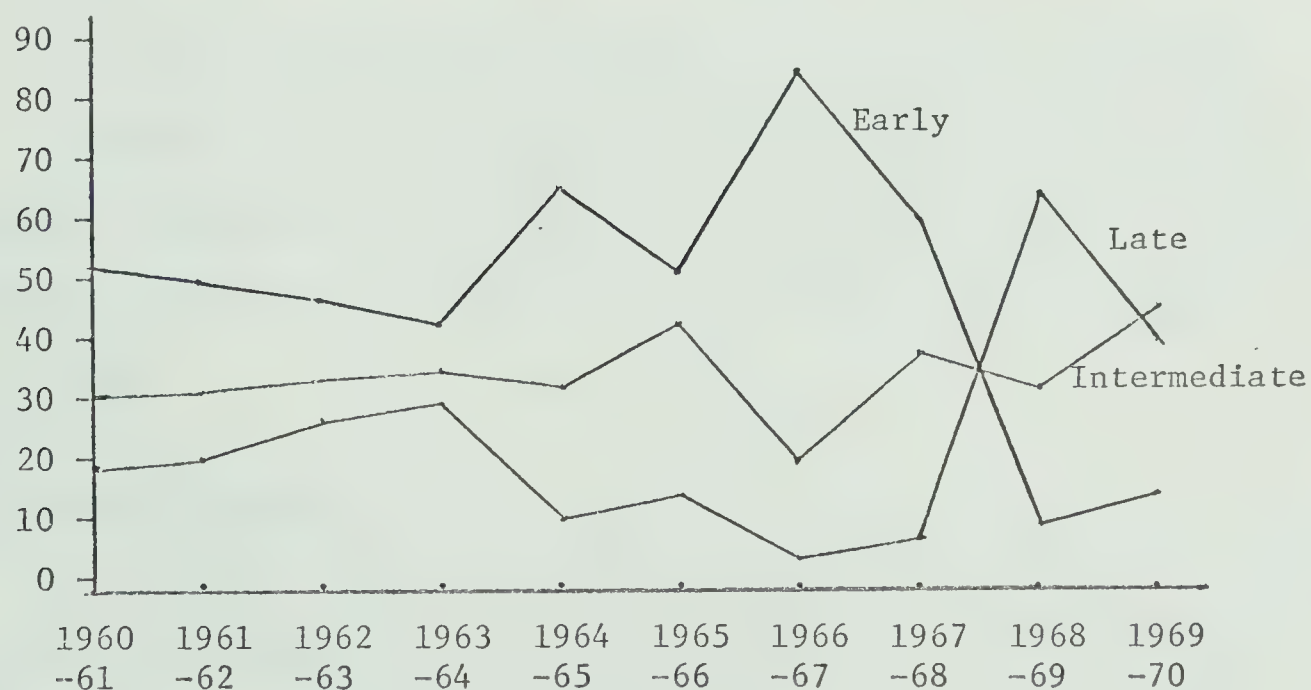
TABLE 4.1

SETTLEMENT TIMES, TOTAL AND PERCENTAGE BY YEAR  
1960-69

Year	Early		Intermediate		Late	
	No.	%	No.	%	No.	%
1960-61	34	51	20	30	13	19
1961-62	32	46	21	30	17	24
1962-63	28	40	22	31	20	29
1963-64	28	37	25	33	22	30
1964-65	50	63	25	31	5	6
1965-66	41	48	38	44	7	8
1966-67	74	84	12	14	2	2
1967-68	53	59	33	37	4	4
1968-69	8	9	25	28	57	63
1969-70	14	15	41	45	37	40
Total	362		262		184	

Source: Calculated from information received from the  
Alberta Teachers' Association.

Percentage



Source: Table 4.1

FIGURE 4.1

SETTLEMENT TIMES, PERCENTAGE BY YEAR



intermediate level continued to fluctuate. The trend appears to be toward fewer early settlements and more late settlements.

A summary of settlement times indicated that 45 percent of the settlements were early, 32 percent intermediate, and 23 percent late over the ten-year period (Table 4.2).

TABLE 4.2  
SUMMARY OF SETTLEMENT TIMES  
1960-69

	Number	Percent
Early	362	44.8
Intermediate	262	32.4
Late	184	22.8
Total	808	100.0

The number of early and late settlements were totaled and percentages calculated for each school jurisdiction over the ten-year period (longitudinal analysis). A total of 35 jurisdictions settled early whereas only 5 jurisdictions settled late, 50 percent or more of the time.

#### Settlement Stages

Between 1960 and 1967-68, settlement stages remained relatively stable. In particular, settlements at the conciliation and post-conciliation board stages remained fairly uniform (Tables 4.3 and 4.4, and Figure 4.2).

From 1967 to 1970, three distinct trends emerged.





TABLE 4.3

SETTLEMENT STAGES, TOTAL AND PERCENTAGE BY YEAR  
1960-69

Year	Local		B.A.		C.C.		C.B.		P.C.B.	
	No.	%	No.	%	No.	%	No.	%	No.	%
1960-61	53	74	12	17	6	8	1	1	0	0
1961-62	61	84	5	7	7	9	0	0	0	0
1962-63	65	84	3	4	5	7	2	2.5	2	2.5
1963-64	63	78	9	12	6	8	1	1	1	1
1964-65	72	84	5	6	8	9	0	0	1	1
1965-66	59	79	10	14	5	6	1	1	0	0
1966-67	100	92	6	5	2	2	0	0	1	1
1967-68	91	83	11	10	5	4	2	2	1	1
1968-69	69	63	20	18	10	9	6	6	4	4
1969-70	75	68	21	19	8	7	5	5	1	1
Total	708		102		62		18		11	

Source: Calculated from information received from The Alberta Teachers' Association.

TABLE 4.4

## TABLE 4.3 PERCENTAGES SUMMARIZED

Year	Local	B.A. and C.C.	C.B. and P.C.B.
1960-61	74	25	1
1961-62	84	16	0
1962-63	84	11	5
1963-64	77.5	20	2.5
1964-65	84	15	1
1965-66	79	20	1
1966-67	92	7	1
1967-68	83	14	3
1968-69	63	27	1
1969-70	68	26	5

Source: Table 4.3





Source: Table 4.4

FIGURE 4.2

SETTLEMENT STAGES, PERCENTAGE BY YEAR  
1960-69

First, the trend has been toward fewer local settlements. Local settlements decreased from 83 percent of the total in 1967-68 to 68 percent in 1969-70.

Second, there has been a trend toward an increased percentage of bargaining agent and conciliation commissioner settlements. Settlements at these two levels increased from 7 percent in 1967-68 to 26 percent of the total in 1969-70.

Third, the trend has been in the direction of more settlements at the conciliation and post-conciliation board stages. Settlements at these two levels represented 3 percent of the total in 1967-68, 10 percent in 1968-69, and 6 percent in 1969-70.

During the decade under study, 79 percent of the settlements



were local settlements. Bargaining agent and conciliation commissioner stages accounted for 18 percent of the total. Conciliation and post-conciliation boards represented 3 percent of the settlements (Tables 4.5 and 4.6).

TABLE 4.5

## SUMMARY OF SETTLEMENT STAGES, 1960-69

Stage	Number	Percent
Local	708	78.5
Bargaining Agent	102	11.3
Conciliation Commissioner	62	6.9
Conciliation Board	18	2.0
Post-conciliation Board	11	1.2
Total	901	100.0

Source: Table 4.3

TABLE 4.6

## TABLE 4.5, DATA SUMMARIZED

Stage	Number	Percent
Local	708	78.8
Bargaining Agent/ Conciliation Commissioner	164	18.2
Conciliation/Post- conciliation Board	29	3.0
Total	901	100.0

Source: Table 4.5





### Correlation Between Time and Stage of Settlements

The Pearson Product-Moment Correlation Coefficient was used to determine a relationship between time and stage of settlements. Each settlement time (early, intermediate, late) was correlated with the three settlement stages (local, bargaining agent/conciliation commissioner, conciliation/post-conciliation board).

Early settlements correlated highest at the local stage.

Intermediate settlements correlated highest with the bargaining agent/conciliation board stage.

Late settlements correlated highest with the conciliation/post-conciliation board stage.

TABLE 4.7

#### SETTLEMENT TIME AND STAGE, PEARSON PRODUCT-MOMENT CORRELATION COEFFICIENTS

	Local	B.A. and C.C.	C.B. and P.C.B.
Early	.88	.79	.78
Intermediate	.45	.51	.14
Late	.81	.66	.85

### Expenditure Per Pupil, Counties and Divisions, City Public and City Separate Systems

Counties and divisions had the highest expenditure per pupil in 1960-61 and remained so in 1969-70. With the exception of an anomaly in 1961-62, the rate of increase from 1960-65 was slow and uniform. From 1965-1970, the rate of increase was considerably higher. The expenditure per pupil, in counties and divisions, increased by 87



percent over the ten-year period, the lowest percentage increase of the three groups studied.

In the city public systems, except for an anomaly in 1964-65, expenditure per pupil increased at a uniform rate. The expenditure per pupil in the city public systems remained between the expenditure in counties and divisions and the city separate systems throughout the test period. City public systems increased the expenditure per pupil by one hundred twenty-four percent during the sixties.

City separate systems had the lowest expenditure per pupil throughout the ten-year period. The expenditure per pupil increased by one hundred fifty-five percent during the ten years, the highest percentage increase of the three groups.

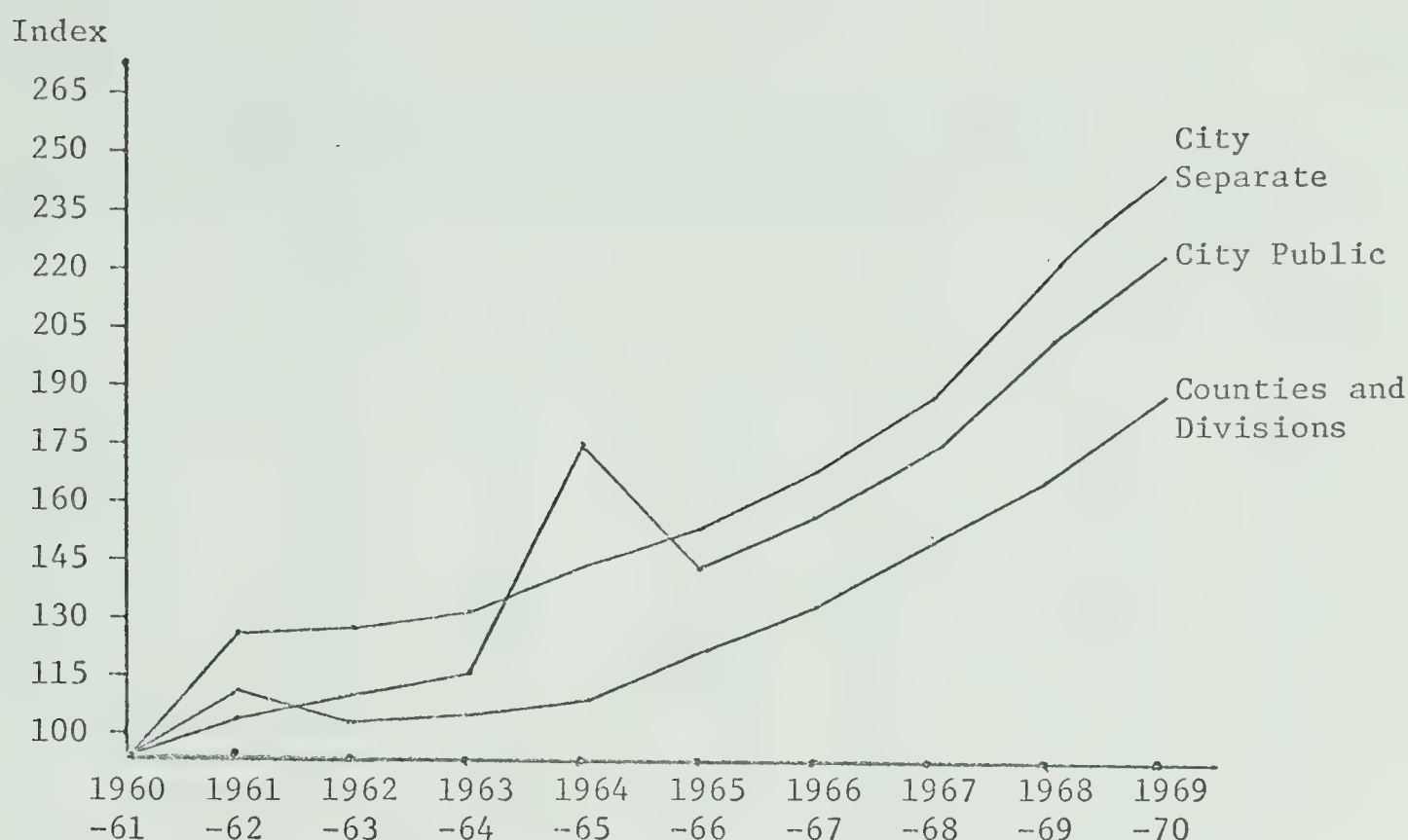
TABLE 4.8

EXPENDITURE PER PUPIL, COUNTIES AND DIVISIONS, CITY PUBLIC  
AND CITY SEPARATE SYSTEMS, 1960-69

Year	Counties and Divisions		City Public		City Separate	
	Amount	Index	Amount	Index	Amount	Index
1960-61	\$ 438	100	\$ 312	100	\$ 260	100
1961-62	490	112	343	110	321	123
1962-63	478	109	354	113	332	128
1963-64	487	111	386	124	352	136
1964-65	498	114	534	171	388	149
1965-66	543	124	442	142	399	153
1966-67	581	133	501	161	450	173
1967-68	661	151	579	185	512	197
1968-69	746	170	635	204	581	223
1969-70	820	187	698	224	663	255

Source: Calculated from Alberta Department of Education Annual Reports, 1961-70.





Index 1960 = 100

Source: Table 4.8

FIGURE 4.3

INDEXES OF EXPENDITURE PER PUPIL, COUNTIES AND DIVISIONS,  
CITY PUBLIC AND CITY SEPARATE SYSTEMS, 1960-69

Equalized Assessment Per Pupil, Counties and Divisions,  
City Public and City Separate Systems

The equalized assessment per pupil decreased in counties and divisions, and city public systems between 1960 and 1964. The city separate systems showed a continued decrease between 1960 and 1965.

During the sixties, counties and divisions showed an increase of 30 percent in their equalized assessment per pupil. City public systems increased by 15 percent and city separate systems increased by 13 percent.



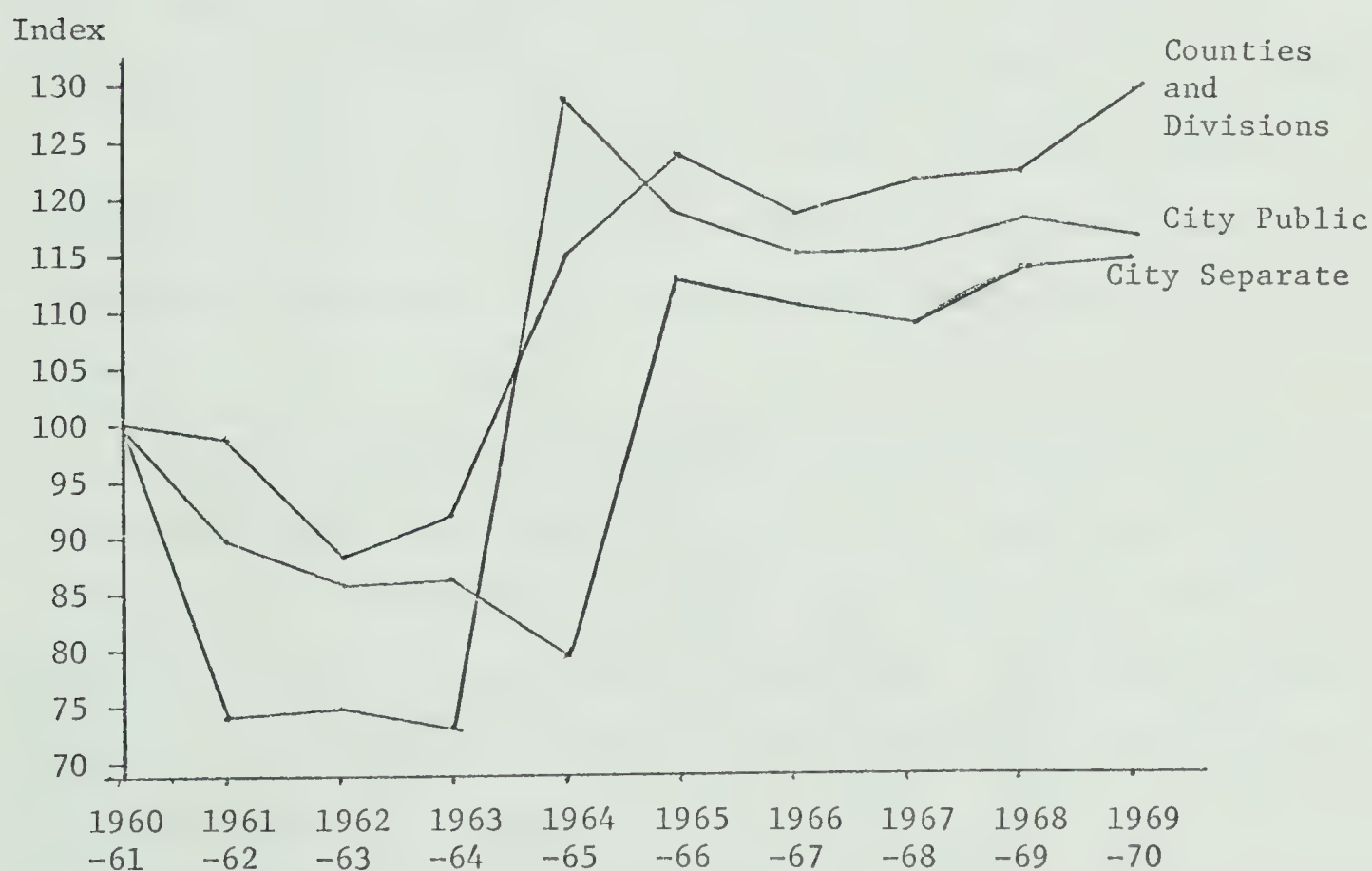


TABLE 4.9

EQUALIZED ASSESSMENT PER PUPIL, COUNTIES AND DIVISIONS,  
CITY PUBLIC AND CITY SEPARATE SYSTEMS, 1960-69

Year	Counties and Divisions		City Public		City Separate	
	Amount	Index	Amount	Index	Amount	Index
1960-61	\$ 5330	100	\$ 5359	100	\$ 4432	100
1961-62	5228	98	3900	73	3931	89
1962-63	4611	87	3972	74	3813	86
1963-64	4885	92	3852	72	3789	86
1964-65	6119	115	6766	126	3404	77
1965-66	6453	121	6117	114	4971	112
1966-67	6185	116	6014	112	4866	110
1967-68	6241	117	6054	113	4756	107
1968-69	6251	117	6200	116	4957	112
1969-70	6921	130	6168	115	4996	113

Source: Alberta Department of Education, Annual Reports, 1961-70.



Index 1960 = 100

Source: Table 4.9

FIGURE 4.4

INDEXES OF EQUALIZED ASSESSMENT PER PUPIL, COUNTIES AND DIVISIONS,  
CITY PUBLIC AND CITY SEPARATE SYSTEMS, 1960-69



## Chapter Summary

The analysis of settlement times, according to a time line, revealed three phases. (1) In the period 1960-64, there was a decrease in early settlements and an increase in late settlements while intermediate settlements remained stable. (2) Between 1964 and 1967, early settlements prevailed and the percentage of late settlements decreased significantly. (3) In the period 1967-70, there were fewer early settlements and a dramatic increase in late settlements, while intermediate settlements continued to fluctuate. During the ten-year period, 45 percent of the settlements were early, 32 percent intermediate, and 23 percent late.

Settlement stages remained reasonably constant between 1960 and 1967. Between 1967 and 1970, the trend has been toward fewer local settlements and more settlements at the advanced stages of negotiation.

The correlation between time and stage of settlements was highest between early and local, intermediate and bargaining agent/conciliation commissioner, and late and conciliation/post-conciliation board.

Expenditure per pupil was highest in counties and divisions, but increased the least during the sixties. The lowest expenditure per pupil was found to be in the city separate systems, however, their increase over the ten-year period was the highest. City public systems remained in an intermediate position with reference to both expenditure per pupil and rate of increase.

Equalized assessment per pupil was almost equal between counties and divisions, and city public systems in 1960. City separate systems



lagged behind by about \$900 per pupil. By 1969-70, the counties and divisions had increased by 30 percent, whereas, the city public systems increased by 15 percent, and the city separate systems by 13 percent.





## CHAPTER 5

### COMPARISON BETWEEN STUDY SAMPLE AND SMALL SYSTEM TRENDS

#### Introduction

This chapter compares the data analysed in the previous two chapters. The comparisons are made in the same order as they were presented in the two preceding chapters.

In essence, this chapter compares trends in the study sample (large systems) to trends in small systems.

#### Settlement Times

Small school jurisdictions had a higher percentage of early settlements in eight out of the ten years studied. The study sample had a higher percentage of intermediate settlements in seven out of ten years and also a higher percentage of late settlements in six out of the ten years (Table 5.1).

TABLE 5.1

#### SETTLEMENT TIMES, PERCENTAGE BY YEAR, 1960-69

Year	Early		Intermediate		Late	
	Study Sample	Small Systems	Study Sample	Small Systems	Study Sample	Small Sample
1960-61	31	51	43	30	26	19
1961-62	34	46	40	30	26	24
1962-63	26	40	46	31	28	29
1963-64	31	37	38	33	31	30
1964-65	86	63	11	31	3	6
1965-66	55	48	31	44	14	8
1966-67	74	84	26	14	0	2
1967-68	57	59	38	37	5	4
1968-69	5	9	17	28	78	63
1969-70	12	15	60	45	28	40

Source: Tables 3.1 and 4.1.



A summary of settlement times indicated that the study sample had 3.7 percent fewer early settlements, 2.6 percent more intermediate, and 1.1 percent more late settlements, over the ten-year period, than the small systems (Table 5.2).

TABLE 5.2  
SUMMARY OF SETTLEMENT TIMES, 1960-69

	Study Sample		Small Systems	
	Number	Percent	Number	Percent
Early	144	41.1	362	44.8
Intermediate	122	35.0	262	32.4
Late	84	23.9	184	22.8
Total	350	100.0	808	100.0

Figures 5.1 and 5.3 revealed a high correlation in the percentage of early and late settlements each year between the two samples studied. Intermediate settlements did not indicate such a close relationship between the two systems, however, the fluctuations were not as great as early and late settlements (Figure 5.2).



Source: Table 5.1

FIGURE 5.1  
EARLY SETTLEMENT TIMES, 1960-69





Source: Table 5.1

FIGURE 5.2

INTERMEDIATE SETTLEMENT TIMES, 1960-69



Source: Table 5.1

FIGURE 5.3

LATE SETTLEMENT TIMES, 1960-69





### Settlement Stages

The percentage of local settlements was consistently higher for the small systems every year throughout the study. Settlements at the bargaining agent and conciliation commissioner levels were higher in the study sample in nine out of the ten years. At the conciliation board level, the study sample had a higher percentage every year studied. The study sample had a greater percentage of settlements at the post-conciliation board level in seven out of the ten years (Table 5.3).

Table 5.4 indicates that when bargaining agent and conciliation commissioner stages were grouped, the study sample had a higher percentage of settlements for each year. Similarly, the study sample had a higher percentage of conciliation board and post-conciliation board settlements every year under study.

A summary of settlement stages revealed that local settlements accounted for 78.8 percent of the total in small systems and 54.6 percent in the study sample. In the study sample, 34.4 percent of the settlements were at the bargaining agent/conciliation commissioner stage, whereas, in the small systems, this stage represented only 18.2 percent of the total. Conciliation/post-conciliation board settlements represented 11.0 percent of the settlements obtained in the study sample and 3.0 percent of the settlements in small systems (Table 5.6).

Figures 5.4, 5.5, and 5.6 disclosed a close correlation between the two samples studied at each settlement stage.



TABLE 5.3  
SETTLEMENT STAGES, PERCENTAGE BY YEAR, 1960-69

Year	Local		B.A.		C.C.		C.B.		P.C.B.	
	Study Sample	Small Systems	Study Sample	Small Systems	Study Sample	Small Systems	Study Sample	Small Systems	Study Sample	Small Systems
1960-61	48	74	26	17	17	8	9	1	0	0
1961-62	69	84	17	7	11	9	3	0	0	0
1962-63	60	84	8	4	23	7	6	2.5	3	2.5
1963-64	66	78	9	12	17	8	3	1	6	1
1964-65	74	84	11	6	8	9	3	0	3	1
1965-66	51	79	20	14	20	6	3	1	6	0
1966-67	57	92	17	5	20	2	3	0	3	1
1967-68	66	83	20	10	8	4	6	2	0	1
1968-69	29	63	20	18	17	9	14	6	20	4
1969-70	26	68	29	19	26	7	11	5	8	1

Source: Tables 3.3 and 4.3.



TABLE 5.4

TABLE 5.3, DATA SUMMARIZED

Year	Local		B.A. and C.C.		C.B. and P.C.B.	
	Study Sample	Small Systems	Study Sample	Small Systems	Study Sample	Small Systems
1960-61	48	74	43	25	9	1
1961-62	69	84	28	16	3	0
1962-63	60	84	31	11	9	5
1963-64	66	77.5	26	20	9	2.5
1964-65	74	84	19	15	6	1
1965-66	51	79	40	20	9	1
1966-67	57	92	37	7	6	1
1967-68	66	83	28	14	6	3
1968-69	29	63	37	27	34	10
1969-70	26	68	55	26	19	5

Source: Table 5.3

TABLE 5.5

SUMMARY OF SETTLEMENT STAGES, PERCENTAGE BY STAGE, 1960-69

Stage	Study Sample	Small Systems
Local	54.6	78.5
Bargaining Agent	17.7	11.3
Conciliation Commissioner	16.7	6.9
Conciliation Board	6.0	2.0
Post-conciliation Board	5.0	1.2

Source: Table 5.3

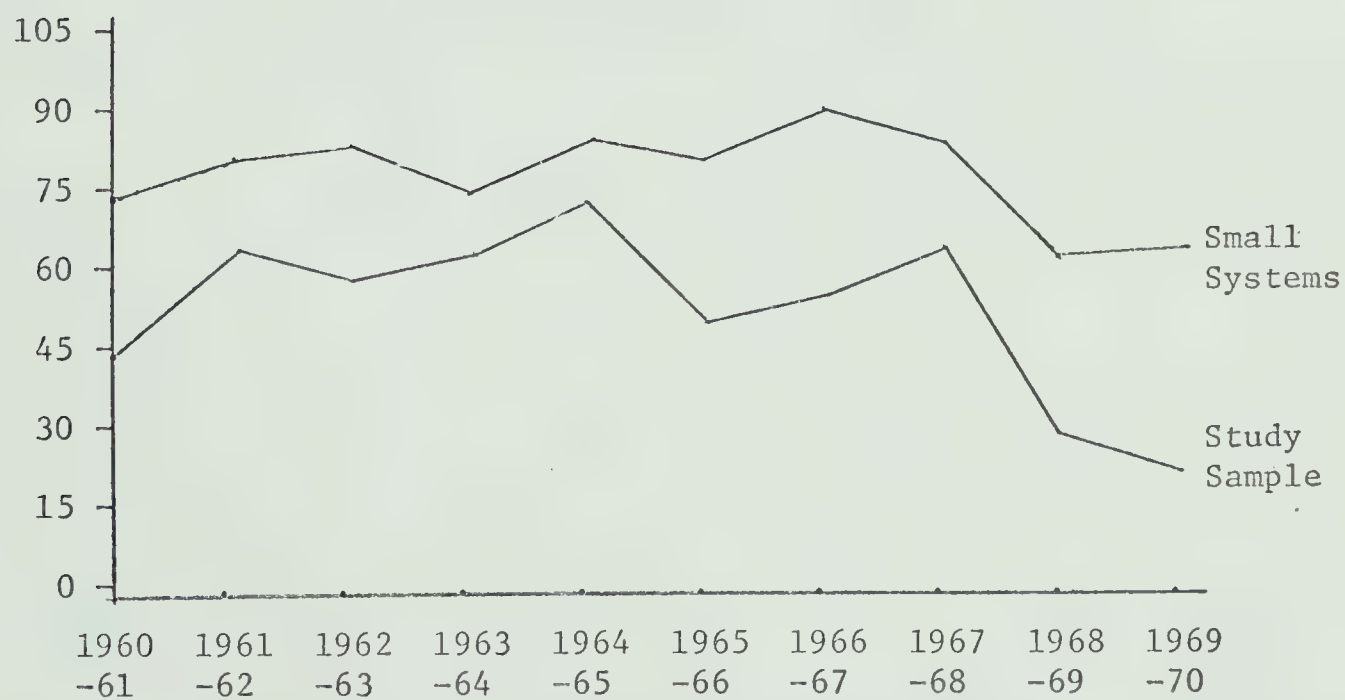


TABLE 5.6

TABLE 5.5 DATA SUMMARIZED

Stage	Study Sample	Small Systems
Local	54.6	78.8
Bargaining Agent/ Conciliation Commissioner	34.4	18.2
Conciliation/Post- Conciliation Board	11.0	3.0

Source: Table 5.5



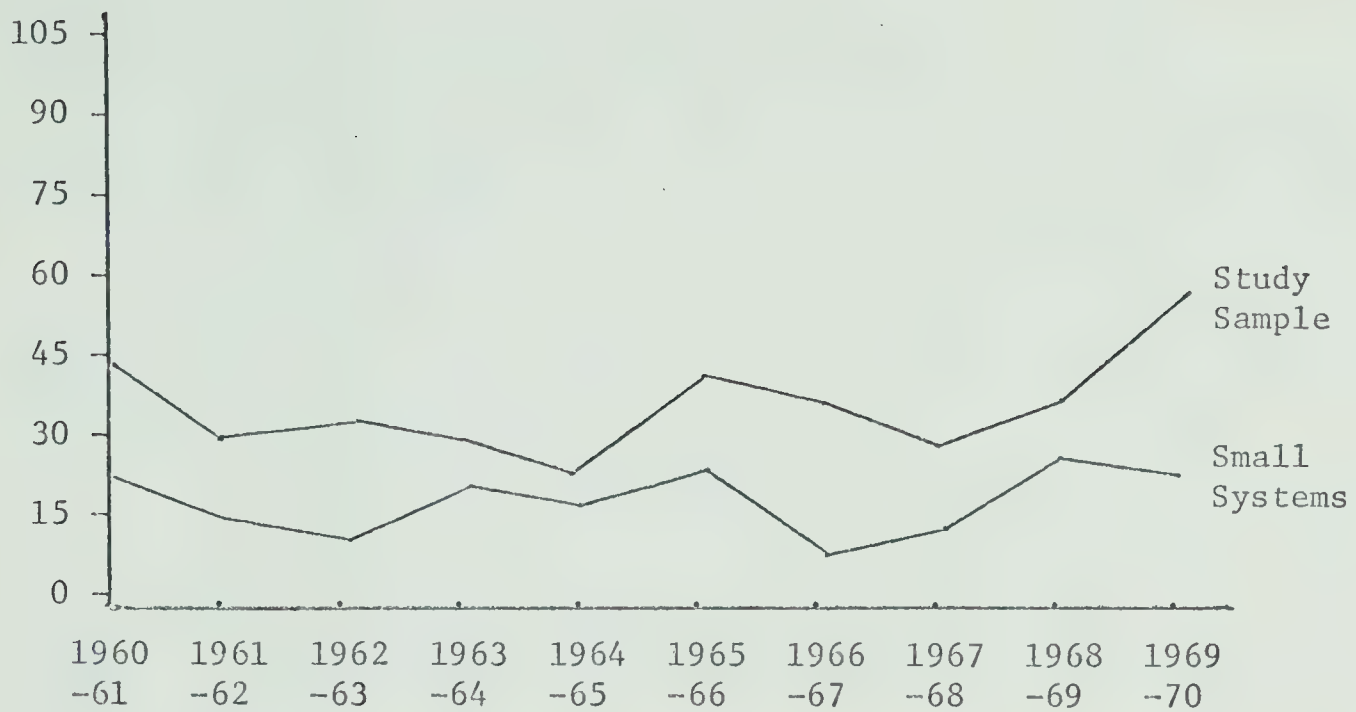
Source: Table 5.4

FIGURE 5.4

INDEXES OF LOCAL SETTLEMENT STAGES, 1960-69







Source: Table 5.4

FIGURE 5.5

INDEXES OF BARGAINING AGENT/CONCILIATION COMMISSIONER,  
SETTLEMENT STAGES, 1960-69



Source Table 5.4

FIGURE 5.6

INDEXES OF CONCILIATION AND POST-CONCILIATION BOARD,  
SETTLEMENT STAGES, 1960-69



### Correlation Between Time and Stage of Settlement

The correlation between local settlements and all settlement times (early, intermediate and late) was highest for the small systems.

At bargaining agent and conciliation commissioner levels, the small systems correlated higher at early and late settlement times and the study sample correlated highest at the intermediate stage.

Conciliation/post-conciliation board correlations were highest between small systems at early and late settlement times. The study sample and small systems had the same correlation coefficient for late settlements.

TABLE 5.7

#### SETTLEMENT TIME AND STAGE, PEARSON PRODUCT-MOMENT CORRELATION COEFFICIENT

	<u>Local</u>		<u>B.A. and C.C.</u>		<u>C.B. and P.C.B.</u>	
	Study Sample	Small Systems	Study Sample	Small Systems	Study Sample	Small Systems
Early	.67	.88	.51	.79	.66	.78
Intermediate	.27	.45	.56	.51	.12	.14
Late	.61	.81	.24	.66	.85	.85

### Expenditure Per Pupil

Expenditure per pupil in counties and divisions increased by 95 percent in the study sample and 87 percent in the small systems. The rate of increase averaged about 4 percent a year until 1964-65 after which the rate of increase was more rapid (Table 5.8). Figure 5.7 showed a close correlation between the study sample and small systems.

In city public systems expenditure per pupil increased by one



TABLE 5.8  
EXPENDITURE PER PUPIL, COUNTIES AND DIVISIONS, CITY PUBLIC AND CITY SEPARATE SYSTEMS,  
1960-69

Year	Counties and Divisions				City Public				City Separate			
	Study Sample		Small Systems		Study Sample		Small Systems		Study Sample		Small Systems	
	Amount	Index	Amount	Index	Amount	Index	Amount	Index	Amount	Index	Amount	Index
1960-61	\$ 396	100	\$ 438	100	\$ 329	100	\$ 312	100	\$ 272	100	\$ 260	100
1961-62	412	104	490	112	331	101	343	110	293	108	321	123
1962-63	429	108	478	109	356	108	354	113	327	120	332	128
1963-64	443	112	487	111	373	113	386	124	341	125	352	136
1964-65	462	117	498	114	390	119	534	171	364	134	388	149
1965-66	496	125	543	124	433	132	442	142	398	146	399	153
1966-67	559	141	581	133	492	150	501	161	446	164	450	173
1967-68	624	158	661	151	560	170	579	185	519	191	512	197
1968-69	694	175	746	170	662	201	635	204	596	219	581	223
1969-70	773	195	820	187	746	227	698	224	668	246	663	255

Source: Tables 3.8 and 4.8







Index 1960 = 100  
Source: Table 5.8

FIGURE 5.7

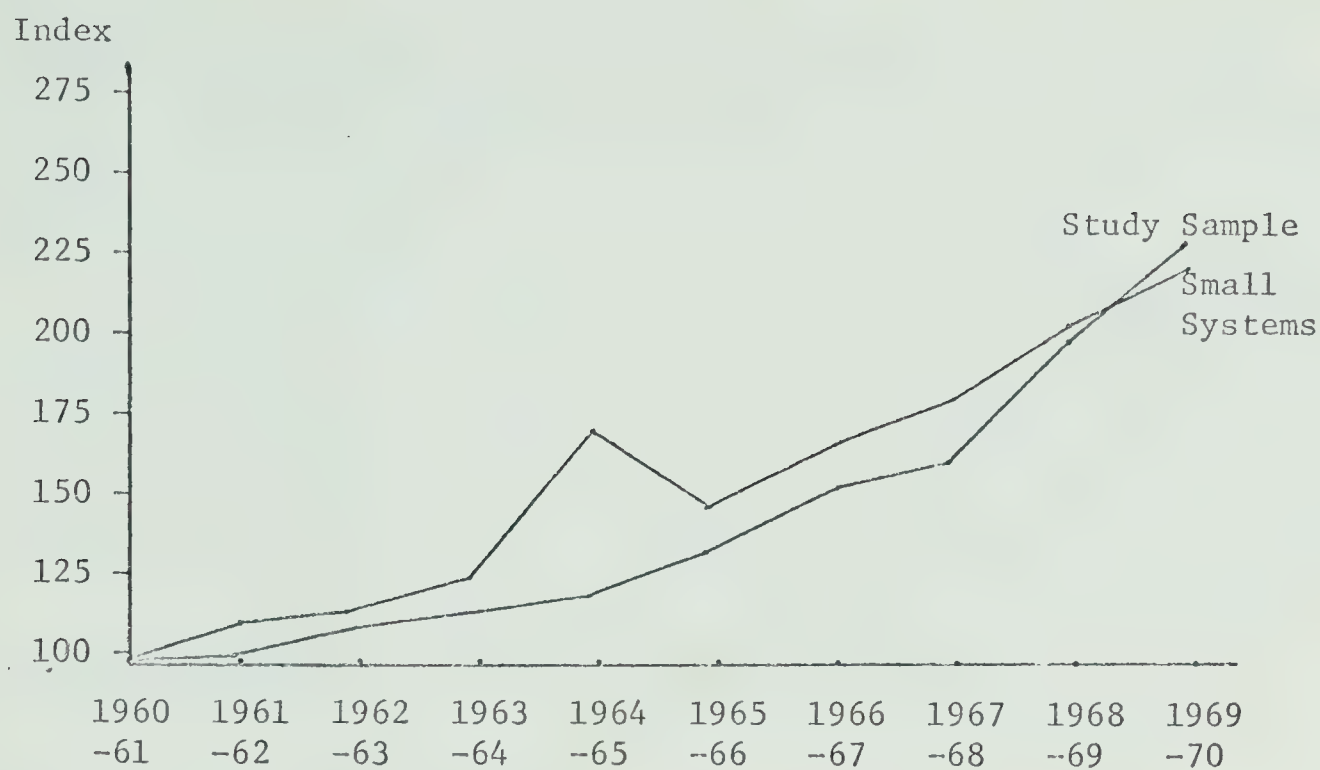
#### INDEXES OF EXPENDITURE PER PUPIL, COUNTIES AND DIVISIONS, 1960-69

hundred twenty-seven percent in the study sample and one hundred twenty-four percent in the small systems. The rate of increase in both the study sample and small systems was somewhat erratic over the ten-year period (Table 5.8). Figure 5.8 indicated an anomaly in the small systems in 1964-65. The reason for such an anomaly was not discovered.

City separate systems increased expenditure per pupil by one hundred forty-six percent in the study sample and one hundred fifty-five percent in small systems (Table 5.8). The correlation between the study sample and small system expenditure per pupil was relatively even (Figure 5.9).

The highest expenditure per pupil in 1960 was found in the small

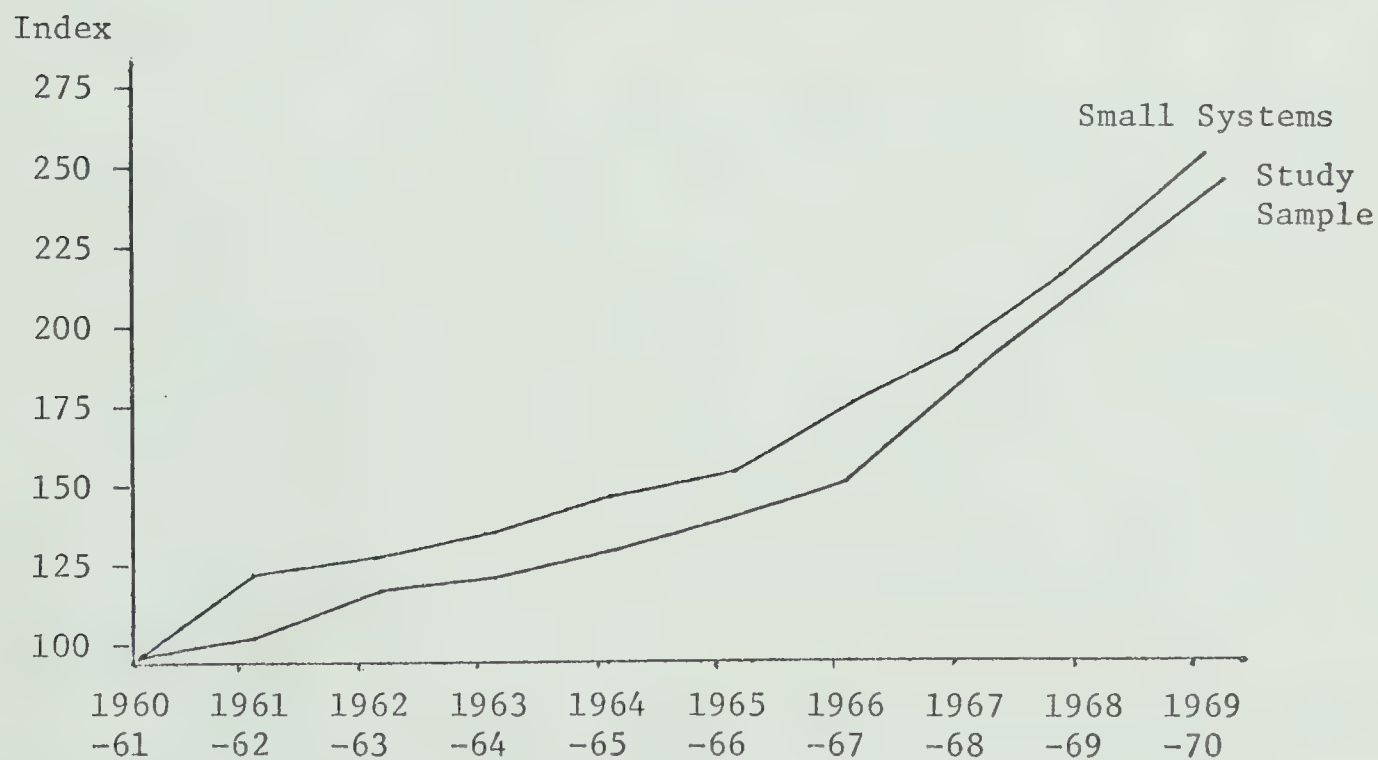




Index 1960 = 100  
Source: Table 5.8

FIGURE 5.8

INDEXES OF EXPENDITURE PER PUPIL, CITY PUBLIC, 1960-69



Index 1960 = 100  
Source: Table 518

FIGURE 5.9

INDEXES OF EXPENDITURE PER PUPIL, CITY SEPARATE, 1960-69



counties and divisions. The situation remained the same in 1969.

However, the small counties and divisions showed the smallest percentage increase in expenditure per pupil during the ten years.

The lowest expenditure per pupil in 1960 was in small city separate systems. They continued to have the smallest expenditure per pupil in 1969. Nevertheless, the small city separate systems had the highest percentage increase in expenditure per pupil during the sixties.

The overall trend appears to be toward an equalization in expenditure per pupil among all the school systems.

#### Equalized Assessment Per Pupil

All systems studied, with the exception of the city separate study sample, showed a distinct decrease in equalized assessment per pupil between 1960 and 1964. The equalization re-assessment of 1964 had a dramatic effect on all systems in 1964-65 except on small city separate systems (Table 5.9).

In 1960, the lowest equalized assessment per pupil was found in the city separate study sample. These systems also showed the highest percentage increase over the ten-year period, an increase of 43 percent.

The city public systems in the study sample had the highest equalized assessment per pupil in 1960 and maintained the highest figure in 1969. However, the percentage increase in these systems was only nine percent over the ten-year period, the smallest increase of all the systems.

In 1969, the lowest equalized assessment per pupil was found to be the small city separate systems.

Some equalization of the equalized assessment per pupil has



TABLE 5.9

EQUALIZED ASSESSMENT PER PUPIL, COUNTIES AND DIVISIONS, CITY PUBLIC AND CITY SEPARATE SYSTEMS,  
1960-69

Year	Counties and Divisions			City Public			City Separate		
	Study Sample		Small Systems	Study Sample		Small Systems	Study Sample		Small Systems
	Amount	Index	Amount	Index	Amount	Index	Amount	Index	Amount
1960-61	\$ 4929	100	\$ 5330	100	\$ 7174	100	\$ 5359	100	\$ 4432
1961-62	4596	93	5228	98	6677	93	3900	73	3790
1962-63	4563	93	4611	87	6939	97	3972	74	4104
1963-64	4377	88	4885	92	6590	92	3852	72	4062
1964-65	5964	121	6119	115	7710	107	6766	126	5496
1965-66	6182	125	6453	121	7675	107	6117	114	4761
1966-67	6409	130	6185	116	7533	105	6014	112	4366
1967-68	6455	131	6241	117	7484	104	6054	113	4464
1968-69	6407	130	6251	117	7701	107	6200	116	4758
1969-70	6506	132	6921	130	7813	109	6168	115	5426
									4996
									113

Source: Tables 3.9 and 4.9.







Index 1960 = 100

Source: Table 5.9

FIGURE 5.10

INDEXES OF EQUALIZED ASSESSMENT PER PUPIL, COUNTIES AND DIVISIONS, 1960-69



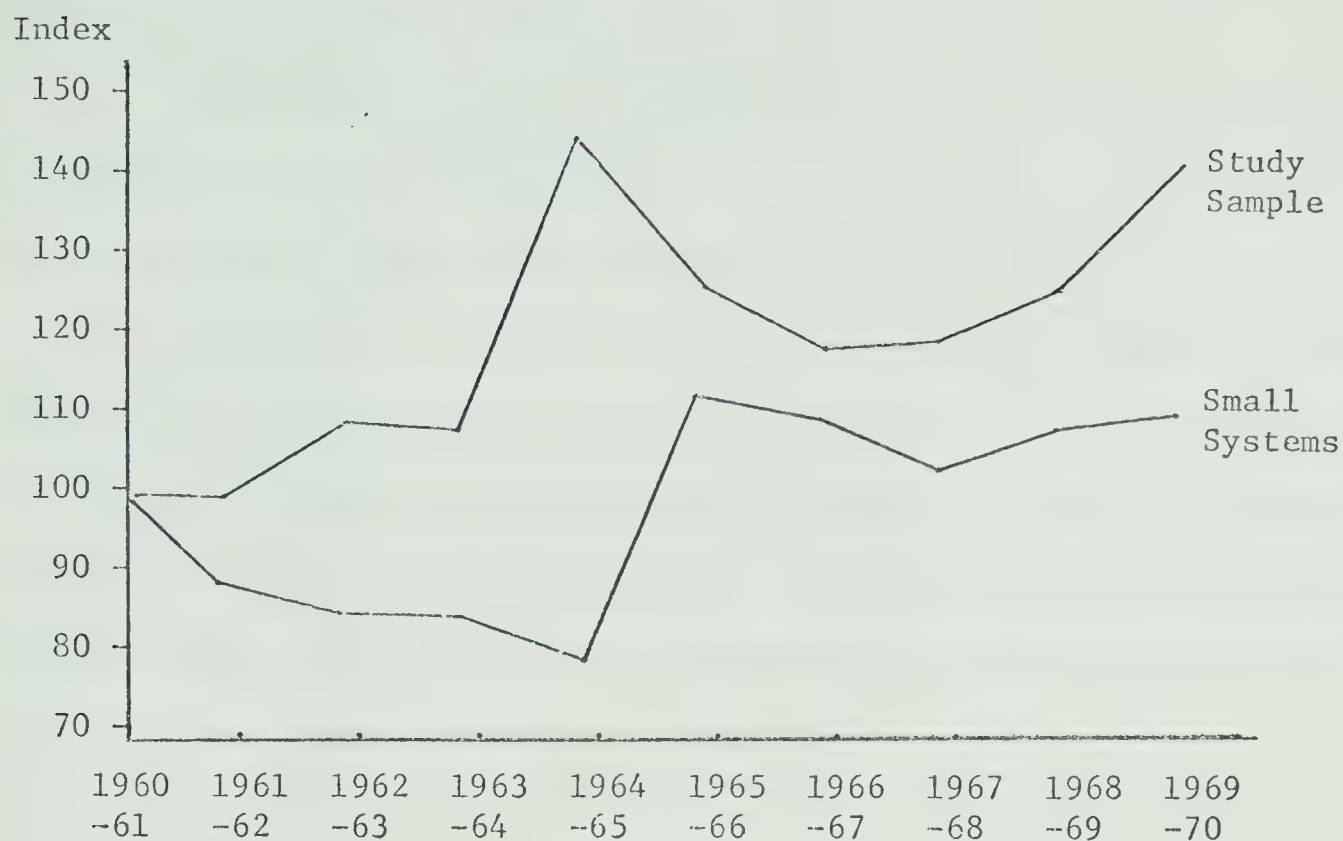
Index 1960 = 100

Source: Table 5.9

FIGURE 5.11

INDEXES OF EQUALIZED ASSESSMENT PER PUPIL, CITY PUBLIC, 1960-69





Index 1960 = 100  
Source: Table 5.9

FIGURE 5.12

#### INDEXES OF EQUALIZED ASSESSMENT PER PUPIL, CITY SEPARATE, 1960-69

taken place during the sixties. The small, city separate systems have not kept pace quite as much as they should have if the equalized assessment per pupil was meant to be equal.

#### Chapter Summary

The study sample had a lower percentage of early settlements and a higher percentage of intermediate and late settlements than the small systems during the sixties.

The study sample also had fewer local settlements and more settlements at the higher stages than did the small systems throughout the ten-year period.

Correlation between the time and stage of settlements was



highest for the small systems in most cases.

Expenditure per pupil continued to be the highest in counties and divisions. Some equalization in expenditure per pupil among all systems occurred during the sixties.

Equalized assessment per pupil continued to be highest in the city public study sample during the ten-year period. The city separate study sample had the lowest assessment per pupil in 1960. In 1969, the small city separate systems had the lowest assessment per pupil. The assessment per pupil has become somewhat more equitable among the systems during the sixties.





## CHAPTER 6

### SUMMARY AND CONCLUSIONS

The purpose of the investigation was to identify trends in Alberta teachers' salaries during the sixties.

Three main areas under study were: (1) general trends, (2) trends in the study sample (the study sample consisted of all jurisdictions that had one hundred or more teachers in 1960), (3) small system trends (small systems consisted of all counties, divisions and districts that had fewer than one hundred teachers in 1960). In addition to the three major areas under investigation, a comparison between study sample and small system trends was made.

The data were analysed by means of percentages, indexes, and correlations. Charts and graphs were developed to demonstrate and illustrate trends.

#### General Trends

Personal income per capita and the average salary of teachers increased by the same percentage during the sixties.

Student enrolment increased by 41 percent between 1960 and 1969, whereas the teaching force increased by 72 percent and the pupil-teacher ratio decreased by some 19 percent during the same period. It would appear that in the sixties more administrative and supervisory personnel were placed in school systems.

The number of letters of authority issued and the number of certificates issued to imported teachers has been regulated by the provincial government. The balance between supply and demand has been



maintained by the issuance of certificates to teachers from outside the province and letters of authority. The trend is definitely toward fewer letters of authority.

Alberta teachers have become more numerous, are younger, are better educated, and a greater percentage are males.

The cost per pupil for all schools in Alberta more than doubled during the sixties.

The four large urban districts were somewhat better off in terms of starting salaries, rate of salary increase, and maximum salaries than were the counties and divisions.

### Study Sample

The trend in settlement times was found to be toward fewer early settlements and an increased number of later settlements.

Settlement stages showed a decrease in local settlements and a trend toward more settlements at the higher stages.

The correlation between settlement time and stages was as anticipated. Early settlements were local, intermediate settlements were reached at bargaining agent/conciliation commissioner stages, and late settlements were at conciliation/post-conciliation board levels.

Expenditure per pupil was highest in the counties and divisions and the equalized assessment per pupil was highest for city public systems throughout the sixties. This situation could have implications for the capacity of counties and divisions to contribute toward the financing of education. City separate systems had the lowest expenditure per pupil and also the lowest equalized assessment per pupil throughout the ten-year period.



The trend in both expenditure and assessment per pupil has been toward equalization among the systems.

### Small System Trends

The trend in settlement time was toward fewer early settlements and more settlements at intermediate and late-settlement times.

Settlement stages indicated a trend in the direction of fewer local settlements and a greater number of settlements at the higher levels.

The highest correlation between settlement time and stage was between early and local, intermediate and bargaining agent/conciliation commissioner, and late and conciliation/post-conciliation board.

Expenditure per pupil was highest in the counties and divisions, whereas, the equalized assessment per pupil was almost equal between counties and divisions, and city public systems. The city separate systems had the lowest expenditure and lowest equalized assessment per pupil throughout the sixties. Some equalization in both expenditure and assessment had taken place during the ten years.

### Comparison Between Study Sample and Small System Trends

The study sample had a lower percentage of early settlements and a higher percentage of intermediate and late settlements than the small systems during the sixties.

The study sample also had fewer local settlements and more settlements at the higher stages than did the small systems throughout the ten-year period.

Correlation between the time and stage of settlements was





highest for the small systems.

Expenditure per pupil continued to be the highest in counties and divisions. Some equalization in expenditure per pupil among all systems occurred during the sixties.

Equalized assessment per pupil continued to be highest in the city public study sample during the ten-year period. The city separate study sample had the lowest assessment per pupil in 1960. In 1969 the small city separate systems had the lowest assessment per pupil. The assessment per pupil had become somewhat more equitable among the systems during the sixties.

### Conclusions

As economic conditions have become more stringent during the past few years there has been a marked increase in settlements at higher stages. The correlation between settlement stage and time accounts for the increase in the percentage of late settlements. A recent provincial government guideline limiting increases in school board expenditure to 6 percent (Byrne, 69) would appear to indicate that the provincial government will continue to exercise control over educational expenditures and therefore the trends toward later settlements and settlements at higher stages will continue.

Teaching is a labor-intensive industry and as such, salaries contribute to a very large percentage of the total cost. It would appear that the foundation program and other guidelines issued by the provincial government have restrained, and will continue to restrain, expenditure on education in general, and teachers' salaries in particular.





During the sixties, the average teacher's salary increased by 74 percent and personal income per capita increased by the same amount. The average annual wages and salaries of the labor force did not increase as much, probably because of the large number of casual or part time workers and a large number of employees in service industries receiving low salaries. Relative to the labor force, teachers were no better off in 1969 than they were in 1960. Teachers have merely maintained their relative economic position.

### Implications

The provincial government, through the foundation program, has had considerable control over education expenditures. The amount of capital available to school boards has determined to a large extent the per-pupil expenditure, and the annual increase in teachers' salaries.

The foundation program has not reached the objective of equalizing educational opportunity among the school systems in Alberta.

It appears that the foundation program restrained expenditure and that this took place during a period of economic expansion.

The assessment per pupil has been somewhat regulated by the Alberta Assessment Equalization Board as evidenced by the changes following the adjustment of 1964.

There is no real justification for large discrepancies between rural and urban salaries. However, other factors such as ability to pay, willingness to pay and local negotiations come into play. It would appear that a provincial salary schedule would not be met favourably in the cities.

Teachers' salaries will have to continue to make increases at



least equivalent to other sectors of the economy.

The long range plan of highly qualified teachers is almost a reality. However, the cost factor will undoubtedly have an effect on the pupil-teacher ratio.

Later settlements, higher levels of settlements and larger bargaining units will probably produce more turmoil and more strikes in the years ahead.

Continued centralization, in order that the best educational program can be provided at the least cost, will be a factor in the 1970's.

#### Suggestions for Further Study

Research into teachers' salaries, either provincially or federally, has been limited. Research into more efficient ways and means of imparting knowledge to students and research into greater efficiency and effectiveness into our educational system, would benefit teachers.

Specific suggestions that emanate from this study are:

- (1) What position should teachers' salaries take in relationship to labor or the professions?
- (2) A replication of this should be made within five years to determine the effect of the 1970 changes in the foundation program and to extend trends evidenced in this study.
- (3) A similar study should be made to cover the period 1950-59.
- (4) An in-depth search for common characteristics among the bargaining units identified in this study as having an early/late settlement tendency.



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